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ABSTRACT

This second annual report describes implementation of the Job Opportunities and Basic Skills (JOBS) program in Ohio. Part I is a synthesis of findings, conclusions, and recommendations based on information obtained in 15 demonstration counties. Chapter 1 provides background on the historical development of assistance programs in the United States and Ohio. Chapter 2 discusses similar and unique approaches that counties take to orient and assess Aid to Families with Dependent Children recipients who are entering the JOBS program and the difficulties that may be encountered. Chapter 3 presents an overview of the JOBS program as seen by individuals in the 15 demonstration counties. It is organized by the three major components to which clients can be assigned--education and training, Community Work Experience Programs, and Job Club--and by employers' experiences hiring JOBS participants. Chapter 4 contains findings and recommendations. Part II presents summary descriptions of the implementation of the JOBS programs in the 15 demonstration counties. Each summary describes major characteristics of the county, structure of the JOBS program, orientation and assessment procedures used, and factors considered when assigning clients to components. It discusses each major component of the JOBS program in the county and effects of the change from Transitions to Independence, the preceding work program, to JOBS. Each summary concludes with a list of major problems or suggestions for improvement in the JOBS program. (A 13-item reference list at the end of Part I and 43 data tables are included.) (YLB)

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IMPLEMENTATION OF THE JOBS PROGRAM IN OHIO: A PROCESS STUDY

SECOND ANNUAL REPORT

By

Morgan V. Lewis
Paula K. Kurth
John D. Hufnagle

Center on Education and Training for Employment
The Ohio State University
1900 Kenny Road
Columbus, Ohio 43210

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TABLE OF CONTENTS

FOREWORD v

EXECUTIVE SUMMARY ix

PART I--PROCEDURES, FINDINGS, AND RECOMMENDATIONS 1

CHAPTER I--JOBS AND THE PROCESS STUDY 3

An Overview of Welfare Programs 3
The Overall Evaluation 6
The Process Study 9
Organization of the Report 12

CHAPTER 2--ORIENTATION AND ASSESSMENT 13

Enrolling Clients 13
Assignment to Components 19
Summary 29

CHAPTER 3--PROGRAM COMPONENTS AND THEIR RELATIONSHIPS IN THE COMMUNITY 31

Education and Training 37
Community Work Experience Program 39
Job Club 42
Employment--Subsidized and Unsubsidized 44

CHAPTER 4--FINDINGS AND RECOMMENDATIONS 49

Findings 50
Recommendations 58

REFERENCES 63

PART II--INDIVIDUAL COUNTY SUMMARIES 65

INTRODUCTION 67
BROWN COUNTY 69
CHAMPAIGN COUNTY 75
CLERMONT COUNTY 79
FRANKLIN COUNTY 85
LAKE COUNTY 91

LAWRENCE COUNTY 95
MONTGOMERY COUNTY 99
PERRY COUNTY 107
PICKAWAY COUNTY 111
RICHLAND COUNTY 117
SENECA COUNTY 123
STARK COUNTY 129
SUMMIT COUNTY 135
TRUMBULL COUNTY 143
WYANDOT COUNTY 149

APPENDIX TABLES 155

LIST OF TABLES AND FIGURES

Figure 1.1--Ohio JOBS Evaluation Client Flow in Demonstration Counties 7

Table 2.1--Outcomes of Clients as They Move Through Jobs 16

Table 2.2--Work Program ADC Client Characteristics, by County 23

Table 2.3--Average Monthly ADC Caseload in Not Job Ready Status by Employment Barrier and County 25

Table 3.1--Unduplicated Count of ADC Clients Assigned to Components, Fiscal Year 1990 33

Table 3.2--Characteristics of Clients Assigned to Major Program Components, Fiscal Year 1990 36

FOREWORD

Inequality is especially troublesome in a country whose founding document contains the phrase "all men are created equal," and the welfare system is a constant reminder of the inequality that continues to exist. In the quarter of a century that has passed since our nation tried and failed to eliminate poverty, there is still considerable debate over how best to assist the poor. There is little disagreement, however, that those who wish to improve their lives and leave the welfare rolls should be helped to do so. The Job Opportunities and Basic Skills Training Program (JOBS), authorized by the Family Support Act of 1988, represents one of the nation's major efforts to provide such help.

This report presents the interim results of a continuing project to evaluate the implementation and effectiveness of JOBS. This report focuses on the implementation in 15 selected counties during the period July 1989 through June 1990. It is the second of three annual reports that will be followed by a final report.

The Center staff members who produced the report were Dr. Morgan Lewis, who directed the project, Ms. Paula Kurth, who participated in the data collection and report writing, Mr. John Hufnagle, who conducted the computer analysis of the data, and Ms. Mary LaBelle, who served as project secretary. Dr. Kevin Hollenbeck, from the Upjohn Institute for Employment Research, served as a consultant to the project and reviewed a draft of this report. Dr Hollenbeck was the original director of this project before he accepted an offer to join the Upjohn Institute.

Dr. Chris Hamilton and Dr. Steven Bell of Abt Associates, Inc. and Dr. Joel Rabb and Ms. Ellen Seusy of the Office of Welfare Reform, Ohio Department of Human Services provided helpful advice and assistance throughout the course of the study, including reviews of this report. Other reviews were conducted by several staff from the Bureau of Work and Training, under the coordination of Ms. Marleen Patton.

The many suggestions received from all these reviewers are greatly appreciated. Appreciation is also extended to the JOBS staff in the 15 counties that are participating in this study. The staff in all of these counties have been most cooperative and responsive to the many requests we have made of them.

Ray D. Ryan
Executive Director
Center on Education and
Training for Employment

EXECUTIVE SUMMARY

This report presents the second process analysis of the implementation of the Job Opportunities and Basic Skills Training (JOBS) program in Ohio. The process analysis is one of four inter-related studies evaluating the implementation and effectiveness of JOBS. The process analysis is designed to determine if the program is being carried out as it was planned and to provide recommendations to improve its operations.

This report covers the period from July 1989 through June 1990, fiscal year (FY) 1990 in Ohio. This was the first year of the JOBS program authorized by the Family Support Act of 1988, but the 15 counties participating in the evaluation of the program had similar work programs the preceding year. The implementation of these programs was the subject of the first annual report[1].

The findings presented in this report are based on interviews and observations at the County Departments of Human Services (CDHS) in the 15 demonstration counties and with community agencies and employers in these counties that are cooperating with the JOBS program. Statistical data are also presented for 42 of the 43 counties in Ohio that operated JOBS programs in FY 1990. These data are from the Client Registry Information System (CRIS) used by the Ohio Department of Human Services to document client services and activities while receiving public assistance.

Analysis of the results from these several sources of information led to the findings listed below. They are organized in the order of a client's progression through JOBS from initial enrollment to employment.

Scheduling, Orientation, and Assessment

Bringing Clients into JOBS

1. During implementation of JOBS in a county, processing clients into the JOBS program and assigning them to components is done over time, rather than occurring all at once. Lags of one month or longer are typical between the various steps of enrolling clients so that it takes, on the average, from five to seven months between intake/redetermination and the beginning of the first work program activity.

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[1]Hollenbeck, Kevin; Hufnagle, John; and Kurth, Paula. *Implementation of the JOBS Program in Ohio: A Process Study, First Annual Report*. Columbus: Center on Education and Training for Employment, The Ohio State University, 1990.

2. The amount of time that elapses between intake or redetermination and referral to JOBS is longer in urban counties than in rural counties.

3. Approximately half of all mandatory clients report for orientation/ assessment in response to initial notification and an additional 35 percent respond to additional notifications.

Orientation and Assessment

4. All but two of the demonstration counties conduct group orientation sessions that usually consist of a staff member reading printed information about JOBS that had been sent to the clients with the letters scheduling their orientation/assessment.

5. The manner in which most counties are conducting the orientation sessions is not one which encourages clients to want to participate.

6. The scheduling practices being used in all counties, but Stark, result in clients waiting as long as four hours after the orientation for their assessment interview or having to return to the CDHS on another day for the interview.

Testing and Assignment to Components

7. Testing conditions vary widely across the 15 counties with regard to type of test, conditions of testing, and, for some tests, examiners' judgments as to the correctness of answers.

8. Testing does not have much influence on assignment to program components except for clients who score very low. These clients are usually referred to adult literacy programs.

9. Assessment staff differ in the degree to which they attempt to counsel clients or just complete the required forms. Interviewers have considerable discretion in deciding what components clients should enter.

10. Educational attainment, prior work experience, clients' preferences, and presence of barriers to employment (lack of transportation, health problems, family responsibilities, substance abuse) are the major considerations in making program assignments.

Program Components

Education and Training

11. The JOBS priority on education and training (E & T) has been accepted by program staff.

12. Clients who have not graduated from high school or obtained a General Educational Development (GED) certificate will be assigned to E&T, unless they strongly object to this component.

13. Almost all clients in E&T are attending Adult Basic Education (ABE) or GED classes; very few are enrolled in skill training or postsecondary programs.

14. Those conducting ABE classes believe that clients whose tested levels in reading and mathematics are below the eighth grade equivalent will have a difficult time obtaining the GED.

15. The clients most likely to benefit from GED classes are women who dropped out of high school when they became pregnant, not because of academic difficulties. Many of these women are capable of earning the GED and are motivated to use it to obtain access to additional training or employment.

16. JOBS referrals to ABE/GED classes place a greatly increased burden on the adult education facilities in their counties.

Community Work Experience Program

17. CWEP assignments lead to unsubsidized, regular employment for some clients. These jobs tend to pay better than the jobs obtained through Job Club.

18. For many clients, CWEP is seen as a legitimate requirement in exchange for their cash assistance. For such clients, working at their assignment reduces the stigma of receiving public assistance.

19. Many clients never report to their CWEP assignments. No-show rates of 50 percent or higher are common in jobs requiring janitorial, recycling, litter control, or similar work. Sites that screen and interview clients prior to assignment have much better experiences with clients than sites without these steps.

20. Clients who report to their CWEP assignments generally perform their work in a satisfactory manner.

Job Club

21. Job Club is the most direct route into employment for JOBS clients. About half of the clients assigned to Job Club complete their participation, and about half of those who complete obtain employment.

22. Job Club participation provides motivation and encouragement to club members.

23. Clients who have a high school diploma or GED and recent job experience will be assigned to Job Club unless they express a strong preference for another assignment.

24. It is difficult for Job Club members to find jobs whose total compensation (take home pay and benefits) is equal to their ADC assistance and medical coverage.

Subsidized Employment Program

Only 1 percent of JOBS clients are assigned to SEP, and interviews were conducted with SEP employers in only six counties. Based on this limited, and probably biased, sample, the following observations seem warranted:

25. JOBS administrators feel the problems associated with SEP placements outweigh the benefits and, consequently, they put little effort into this component.

26. SEP contracts with appropriate types of employers can lead to better jobs than clients are likely to obtain through Job Club or on their own.

Employment

The manner in which employers and employed clients were contacted was likely to yield information positive to JOBS. The employers who were interviewed had been nominated by JOBS administrators. The former clients who were interviewed had been hired by these employers and were working and available at the time the employer interviews were conducted. With these factors in mind, we suggest that:

27. Employers are generally satisfied with the job performance of clients who have gone through the JOBS program. Employers who hired clients who had worked for them while on CWEP assignment tend to be most satisfied. Employers who hired clients who had found their jobs through Job Club tend to be least satisfied.

28. Employers find the JOBS program easy to work with. The staff are responsive to their requests and there is a minimum of red tape.

Recommendations

The second year of the process analysis reinforced the recommendations presented in the first annual report. When we conducted our second round of visits to the CDHS, JOBS staff in the counties had not been informed of our first set of recommendations, much less had a chance to try to implement them. Our major recommendation, therefore, is that the recommendations presented in the first report be given careful consideration to determine their potential utility and feasibility. Those that appear to be of potential help should be tested.

The following recommendations are, in many cases, an elaboration on those presented last year. We use the same categories for presenting these recommendations:

Suggestions Concerning Local Management

Recommendation 1: A minimum of at least one week should be allotted between the mailing of a notification to appear and the date on which the client is requested to appear.

Recommendation 2: Each county should consider the Stark County model for conducting orientation and assessment that uses staggered appointment times and a videotape to present basic information about the program.

Recommendation 3: Counties should administer tests and have test results available prior to component assignment. This necessitates a test that is simple to score. This may also necessitate testing prior to or as part of orientation.

Recommendation 4: The individuals who administer the tests should be trained in proper procedures including the importance of precise timing, the reading of standard instructions, and, for group tests, the spacing of clients.

Recommendation 5: Each county should develop guidelines for assessment that are in agreement with ODHS policies and priorities, especially participation of ADC target coded individuals. These guidelines should reflect the county's policies and provide a framework to which the assessors can refer when interacting with clients.

Recommendation 6: Language that can be construed as patronizing or punitive by clients should be identified and JOBS staff instructed to avoid such words and phrases.

Suggestions for Program Components

Recommendation 7: Conduct a one-day workshop for all clients newly assigned to CWEP. Stress the importance of attendance, punctuality, and other good work habits. Sanction clients who do not report for this workshop or show good cause. Do not permit clients to report to their assignments without attending the workshop.

Recommendation 8: Stress to CWEP supervisors the importance of treating clients as much like regular employees as possible with the same expectations for attendance and performance. When possible, have site supervisors interview clients before accepting them for assignment.

Recommendation 9: Carefully monitor CWEP attendance and consistently sanction those who do not report or perform satisfactorily.

Recommendation 10: Job Clubs should videotape mock job application interviews and have participants critique these interviews.

Suggestions for ODHS Administration

Recommendation 11: Examine the procedures used to generate the CRIS-JOBS reporting forms to determine whether the time between IM coding the recipients as a JOBS participant and the issuance of the form can be shortened.

Recommendation 12: Contract for a professionally developed orientation videotape of approximately 20 minutes length. This videotape should present basic information about JOBS and the clients' rights and responsibilities in a positive, motivating manner that stresses the opportunities the program provides to clients.

Recommendation 13: Use grade equivalent scores in reading and mathematics to assess the effects of participating in E&T for clients who enter these classes at different skill levels.

The second year of the process analysis found JOBS to be operating in accord with the planning and expectations for the program. JOBS was enrolling and assessing ADC recipients and providing them opportunities to obtain education and training and access to employment. The impact and cost-benefit studies will determine if the clients benefit sufficiently as a result of receiving these services to justify the costs of the program.

PART I

PROCEDURES, FINDINGS, AND RECOMMENDATIONS

CHAPTER 1

JOBS AND THE PROCESS STUDY

This report is the second of three annual reports on the implementation of the Job Opportunity and Basic Skills Training (JOBS) program in Ohio. These reports present the process analysis component of an overall evaluation, which will cover a five-year span. The process analysis is intended to gauge the extent to which the administrative process--i.e., the functioning of the individual parts of the program--contributes to the achievement of programmatic objectives. Because of Ohio's county-administered, state-supervised system for ADC, the focus of the process analysis is necessarily aimed at the County Departments of Human Services (CDHSs). These agencies are responsible for translating the regulations into an actual program that must meet the needs and expectations of clients, service providers, employers, the Ohio Department of Human Services (ODHS), the federal Department of Health and Human Services, legislators, and, ultimately, taxpayers.

This chapter provides a brief background on the historical development of assistance programs in the nation and Ohio. (For a more detailed discussion, see *Implementation of the JOBS Program in Ohio: A Process Study. First Annual Report.*) The process study objectives and methods are also discussed.

An Overview of Welfare Programs

The JOBS program is the result of the latest legislation affecting the Aid to Families with Dependent Children program, known in Ohio by the acronym ADC. ADC was created in the 1930s as part of the New Deal and was intended to be a short-term measure to help states and localities through the crisis of the Great Depression (Shephard and Voss 1978). Until that time, state and local authorities had provided assistance. The overwhelming financial needs, coupled with a shortage of funds, necessitated that provisions for support of dependent children be included in the Social Security Act of 1935 (Clarke 1957).

A number of revisions have been made to this Act that have broadened its range of coverage. Originally designed to enable mothers to remain in the home to care for children whose fathers were either deceased or disabled, ADC now provides coverage for families financially unable to provide for their children. As coverage has broadened, ADC has experienced a decreasing level of popular support.

The Omnibus Budget Reconciliation Act, 1981

In 1981, the Omnibus Budget Reconciliation Act reduced ADC benefits (Browning 1986) and changed the rules for adult recipients of ADC (Butler and Kondratas 1987). The introduction of Community Work Experience Programs (CWEP) "...made it possible for the first time for states to choose to make workfare mandatory for AFDC recipients" (Gueron 1987, p. 13). It also authorized states to implement on-the-job training programs and,

through changes to the WIN program, "...change the institutional arrangements for delivering employment and training services" (Gueron 1987, p. 13).

Food Stamp Program

Another program that has benefited families in need is the Food Stamp program. Its immediate precursor was a commodity program in which food acquired via Section 416 of the Agricultural Act of 1949 was to be given to needy persons (Romanyshyn 1971). In 1961, the Food Stamp program was implemented as a pilot program under executive authority and was authorized in 1964 under the Secretary of Agriculture (Browning 1986). Various changes have been made since then, including the initiation of the Food Stamp Employment and Training program (FSET), authorized under the Food Security Act of 1985, which was implemented in Ohio in 1987. This program required able-bodied individuals to register for work, and required states to provide training programs to recipients required to work but unable to find employment.

General Assistance

The purpose of General Assistance (GA) is to provide assistance to persons either not receiving aid or receiving inadequate aid from another program (Clarke 1957). Because GA is primarily administered and funded locally, the eligibility criteria and benefits vary widely (Macarov 1978; Spindler 1979). A common feature, however, is to require some type of community service in exchange for cash benefits. In Ohio, the GA program has long had a Work Relief (WR) component. WR is administered at the county level, so requirements vary. However, all the counties that have or will have JOBS have had experience with WR.

Ohio Work Programs

With the passage of OBRA in 1981, the state of Ohio passed legislation to mandate work programs for ADC clients. Due to funding limitations and other constraints, implementation was conducted a few counties at a time: five as pilot counties in March 1983, followed by three in April 1984, 10 in June 1986, and 11 in May 1987. In three of these last 11 counties, the Ohio Work Programs were only partially implemented because of funding limitations. In January 1989, these three counties were fully funded and, with 12 other new participating counties, were designated as the 15 demonstration counties being studied by this research effort. In January 1990, one more county was added to the counties participating in JOBS, for a total of 42 JOBS counties.

The Ohio Work Programs and its successors are administered by the Bureau of Work and Training (BWT) of the Ohio Department of Human Services (ODHS). The program was initially and generally continues to be comprised of four activities that include the following:

- o Community Work Experience Program (CWEP). Clients are placed with a public or nonprofit agency employer to perform public service in exchange for their cash assistance. The intent of CWEP is to give clients an opportunity to develop employability skills and receive training and work experience.

- o Subsidized Employment Program (SEP). Clients are hired directly by (public, nonprofit, or private-for-profit) employers and receive the normal compensation for the job that they hold. The employers, however, receive a cash subsidy from the state that is paid in lieu of the clients' cash assistance. The client's medical benefits continue for the length of the contract with the employer up to nine payment months.

- o Job Club. Clients attend structured training programs to learn the skills and strategies involved in finding and applying for jobs.

- o Employment and Training (E&T). Clients attend approved education or training programs that are determined to be a necessary component of the client's plan for securing employment. The education and training programs provide clients the opportunity to learn new skills, to retrain for new occupations, to upgrade current skills, or to receive remedial or basic education to prepare for employment.

Under Ohio Work Programs, employable ADC and GA clients were required to participate in these components. ADC clients considered employable included those with no children under the age of six and heads of ADC-U cases. Other ADC recipients could volunteer to participate. Exemptions could be made for medical or family situations that required the client to remain at home.

As ODHS considered expanding the work programs to the remaining counties in the state, it implemented several important modifications to the program. These modifications were designed to (1) encourage more ADC clients with younger children to volunteer to participate and allow them to receive the benefits of participation, (2) increase the incentives for participation, and (3) encourage teenage recipients to complete their high school education (or equivalency). Ohio received waivers from the federal government to implement these modifications. The State program that resulted from these modifications was called Transitions to Independence and its three components were called Fair Work (the mandatory program), Work Choice (the voluntary program), and Project Learn (now called LEAP), for teenage recipients without a high school diploma or equivalency.

Before Transitions to Independence could be implemented in all counties across the state, new legislation, the Family Support Act of 1988, was passed and consequent regulatory changes were implemented. These changes significantly altered the Fair Work and Work Choice programs. With the passage of the Family Support Act, the work programs in Ohio became the Ohio JOBS (Job Opportunities and Basic Skills Training) Program as of July 1, 1989.

Changes Since the First Annual Report

As mentioned earlier, this is the second annual process study report. Since the first report, JOBS has been implemented in one more county, Cuyahoga. Information about this new program entered into the Client Registry Information System (CRIS) is not complete and is not presented in this report.

Because precise federal program rules for JOBS were not immediately promulgated, Ohio implemented its Transitions to Independence program. When rules were finalized in early 1989, however, ODHS wrote its state plan for JOBS such that the 42 counties that were operating Fair Work were to begin implementing JOBS as of July 1, 1989. Franklin County was granted exemptions from some of the requirements.

JOBS differs from Transitions to Independence in five ways. First, the child care guarantee and the extended benefits are to be provided to all ADC clients who leave the rolls because of unsubsidized employment. Second, JOBS has enumerated three target groups: long-term recipients, those with no significant employment experience, and young mothers without a high school diploma[1]. Third, JOBS places increased importance on education and training and decreased emphasis on CWEP, and has increased the emphasis on job development.

Clients who do not possess a high school diploma or general equivalency certificate are encouraged to attend GED classes. Fourth, a testing requirement has been added to the mandatory assessment of clients. Fifth, and finally, all ADC-R recipients with children ages one to five must be informed of the program, assessed, and provided an opportunity to volunteer, even though they are not required to participate.

The Overall Evaluation

The overall evaluation effort consists of four studies: impact analysis, cost-benefit analysis, process analysis, and qualitative analysis. Abt Associates, Inc. is conducting the impact analysis and the cost-benefit analysis. The Center on Education and Training for Employment is conducting the process analysis and the qualitative analysis. To provide a perspective on the inter-relationships of the studies, figure 1.1 gives an overview of the normal processing of clients in the JOBS program, as well as the experiences of clients assigned to the control group in the 15 demonstration counties.

The diamonds in figure 1.1 represent the many decision points that determine if clients are eligible for ADC, if they are mandatory or exempt for participating in JOBS, and if they are in the treatment or control groups. All mandatory clients not assigned to the

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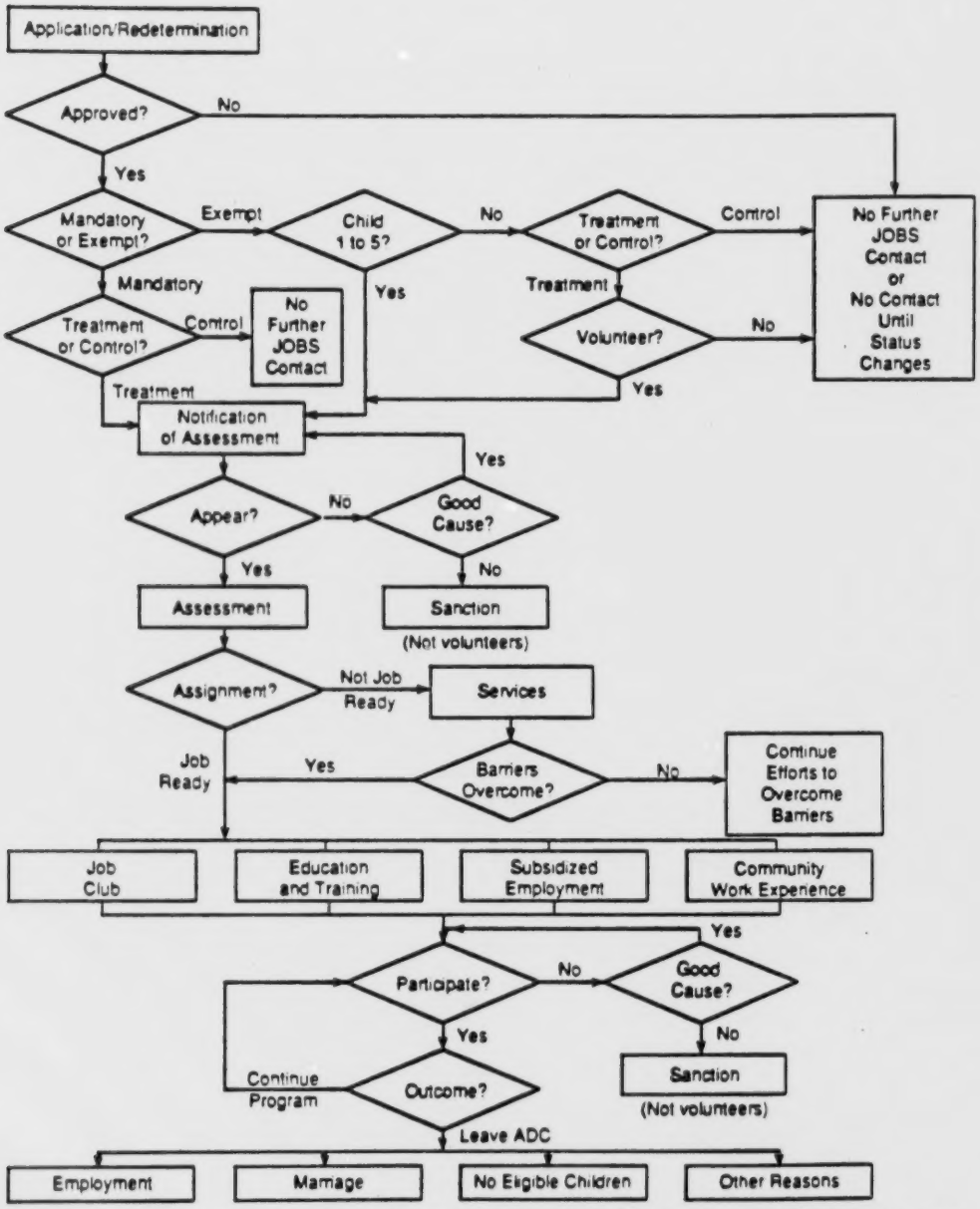
[1]Ohio has not extended the mandatory participatory requirement to ADC-R recipients with children between the ages of three and five as stipulated by the Family Support Act.



NOTES: All ADC-R with children 1 to 5 years of age who are exempt from JOBS must be assessed whether or not they volunteer to participate.

Figure 1.1 Ohio JOBS Evaluation Client Flow in Demonstration Counties

control group, must report to be informed about the program (orientation) and to be assessed for participation[2]. If they are found to be capable of participating (job ready), they discuss their occupational preferences with the assessment interviewers and, with the assistance of the interviewers, they develop plans for obtaining the kind of jobs they prefer and establish an employment goal. These plans include assignment to the program components that are most suitable for their plan.

Mandatory clients who do not report for orientation/assessment or to the component to which they are assigned may be sanctioned by having their ADC grant reduced for a specified period of time.

Impact Analysis

The purpose of the impact analysis is to examine the effect of participation in JOBS and, in Montgomery County, Work Choice. The outcomes to be analyzed include employment and earnings, ADC benefits, recidivism, education, child-support payments, living arrangements, family formation and stability, and subsequent births. The impact analysis for JOBS is based on the experimental design implemented in the 15 demonstration counties, in which 90 percent of the caseload are required to participate in the work programs, and 10 percent receive those services that otherwise would be offered in the absence of the Ohio JOBS Program. The analysis for Work Choice will be based on the experiment in Montgomery County only.

The information being used to analyze impact comes mainly from administrative data sources, including the CRIS, food stamp administrative information, Medicaid Management Information System (MMIS), and wage records from the unemployment insurance system.

Cost-Benefit Analysis

The cost-benefit analysis seeks to determine if the programs are improving the economic well-being of participants and if they will reduce the cost of ADC, Medicaid, and food stamp benefits to Ohio and the federal government. Included among the costs of the program are its administration and all expenses associated with providing service to the treatment clients that are not provided to the controls. Savings are being examined by comparing ADC, Medicaid, and food stamp benefits for treatments versus controls. Additional savings are anticipated through increased tax payments and through the value

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[2]The flow for Work Choice in Montgomery County was similar except only half of the clients with children ages one to five had to report for orientation/assessment. These clients were given the opportunity to volunteer to participate in the program, but were not sanctioned if they chose not to. In April 1990, the experimental treatment of the Work Choice clients stopped when all clients began receiving extended benefits and being notified to appear for orientation/assessment.

of output accomplished by Community Work Experience Program (CWEP) participants. Because program costs are increasing in the short term and benefits will accrue over a longer time frame, the analysis is projecting rates of decay for the impacts.

Process Analysis

The process analysis component of the evaluation is gauging the extent to which the process--that is, the functioning of the individual parts of the programs--is contributing to the achievement of the goals of the JOBS programs. The focus of the process analysis is on county departments of human services (CDHSs). These agencies are responsible for translating the state's regulations into programs that must meet the expectations of ODHS, employers, and the community, as well as meet the needs of clients. The second year of the process analysis is the subject of this report. Its objectives and procedures are described more fully in the next section of this chapter.

Qualitative Analysis

The purpose of the qualitative analysis is to gain insight into the mechanisms by which the JOBS program affects the behavior and attitudes of clients. The types of outcomes being examined include motivation, aspiration, attitudes about self, locus of control, living arrangements, education, and effects on children.

The study is being conducted through case studies and focus groups in selected demonstration counties and a follow-up survey of clients who participated in the JOBS program or were assigned to the control group. Intensive case studies of clients are being conducted over a 3-year period. These clients are moving into, through, and beyond the program and their attitudes and concerns are being monitored through telephone and in-person interviews. In addition to the case studies, focus groups are being held with cohorts of program leavers--with both positive and negative outcomes--to examine the process of leaving ADC and the effects of this event on feelings of self-esteem, locus of control, and occupational expectations.

The follow-up surveys will be conducted in the spring of 1991 and 1992 with representative samples of participants and control group members from both JOBS and Work Choice. The focus of the surveys will be participants' experiences in the programs and in any employment they entered on their own or as a result of participating in the programs. Control group members will be asked about any education, training, or employment experiences they obtained without the assistance of the programs.

The Process Study

The process analysis component of the overall evaluation study measures the extent to which the procedures used to implement JOBS contribute to the achievement of its goals. The objectives of the process analysis are as follows:

- To provide a general description of the activities that comprise the JOBS program. Part of each report is being devoted to a description of program implementation. Information is being provided on the variation in how counties are staffing the work programs, on how the individual components are being operated, on how counties are cooperating or linking with external resources, and on how clients are perceiving the program. Counties obviously differ along many dimensions. For example, urban counties are more densely populated and generally have better public transportation and more available jobs than rural counties. To the extent that such systematic differences exist and affect program operations, they are being documented.

- To assemble and report annual performance data. The purpose of assembling and analyzing performance data is to determine county-by-county variations and trends. The performance-related data, collected from the CRIS, are being used to display and analyze information on participants by component, duration of activities, and employment outcomes.

- To relate county-by-county variation in performance to process or contextual factors. To attain this objective, the operation of the JOBS program in the 15 demonstration counties is being observed annually, as is the operation of Work Choice in Montgomery County. In the counties that are visited, the observation of program components and gathering of information from various individuals will provide a base from which to begin to make inferences about the effects of various factors on performance. Because of the small sample sizes, these inferences will not be testable in a statistical sense without further data, however.

- To provide recommendations about how program improvements might be accomplished. In the parlance of evaluation, the process analysis will involve a formative as well as a summative evaluation. As various programs are observed and as county performance is related to causal factors, the key factors that would facilitate more effective program management in other counties--or even other states--is being distilled and reported.

During the second year of the process study, each of the 15 counties was visited twice. The first visit was for the purposes of interviewing CDHS staff, observing orientation sessions and assessment interviews, and examining client records. The second visit was to interview providers of the component services, employers, and community representatives.

During each CDHS visit, key staff were interviewed. Typically, these included the JOBS administrator, assessment staff, component supervisors, and income maintenance unit administrator. Orientation, testing, and assessment processes were observed, and clients whose assessment interviews were observed were interviewed. In each of the 15 counties, the records of at least 15 ADC recipients involved in the JOBS program were reviewed to measure the time typically taken to proceed through the program.

Also during the second year of the process study, service providers and employers in each of the 15 counties were contacted. Attempts were made in each county to interview representatives of CWEP, Job Club, E&T, and SEP, but some counties were not able to nominate a SEP employer. Attempts were also made in each county to interview a community representative knowledgeable about the JOBS program, but not directly involved with it. These representatives proved the most difficult for the JOBS administrators to identify. Most of those who were nominated proved either to be poorly informed about the program or to be involved at a higher administrative level or as a service provider.

Due to the way they were identified--nomination by the JOBS administrators--the service providers and employers who were interviewed may have had more positive experiences with the JOBS programs than other similar agencies and employers in their communities. JOBS administrators would be likely to nominate individuals with whom their programs have had good relationships, not those with whom they have had problems, if any such exist. The client interviews that were conducted during the provider and employer visits are also likely to have a positive bias. The clients interviewed were those who were attending their assigned components or had become employed. Clients who did not report to their assignments or obtain employment were not represented. The inherent selectivity of those who were interviewed should be kept in mind when considering the findings presented in this report.

The other major source of information for this report was the Client Registry Information System (CRIS) for fiscal year (FY) 1990, July 1989 through June 1990. The work program subsystem, consisting mainly of the information on forms 6802 and 6804, was the primary source of data. The 6802 and 6805 forms are generated for clients who must participate in JOBS or who volunteer to do so. The 6804 is completed when a client becomes employed. All ADC-R and ADC-U clients whose most recent county of residence was one that had implemented JOBS, except Cuyahoga, were selected for analysis[3]. The tables in this report thus present results for all 42 counties operating JOBS program for all of the fiscal year, not just the results for the 15 demonstration counties that were visited for the process study. The first annual process report (Hollenbeck, Hufnagle, and Kurth 1990) presents the procedures used to prepare and analyze the CRIS data in detail. These same procedures were used for the present report.

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[3]The Cuyahoga data present in CRIS were examined but are too incomplete for presentation in this report. The program began in Cuyahoga in January 1990.

Organization of the Report

This report is divided into two parts. Part I provides an overview of JOBS implementation and is divided into four chapters, of which this is chapter 1. Orientation sessions and assessment interviews, the procedures by which clients are brought into the program, are discussed in chapter 2. These processes include the methods used to identify participants, notify them that they must participate, present an orientation to the JOBS program, conduct testing, and develop an employability plan (an occupational goal and the activities and services to achieve that goal). Chapter 3 deals with the components of the program and their interaction with the community. The experiences and opinions of individuals in agencies and organizations providing education and training, Job Club, subsidized employment, and community work experience are presented as are those of clients participating in these components. The experiences of employers who have hired JOBS participants are also examined. Chapter 4 presents findings and recommendations that emerged from the information gathered.

Part II of this report consists of separate reports for each of the 15 demonstration counties. These reports are based on information gathered and impressions formed during the CDHS and community visits. The county reports follow a standard format. A general overview of the county is first presented, followed by a description of the orientation/assessment process, program components, and community relationships. Thus, each county report includes information that is summarized for all of the counties in chapters 2 and 3.

CHAPTER 2

ORIENTATION AND ASSESSMENT

This chapter deals with the methods used to process ADC recipients into the JOBS program and the difficulties that may be encountered in so doing. During the period from July 1989 to June 1990, project staff made two visits to each of the 15 demonstration counties that are the subjects of this study. The first county visit was to the CDHSs, where staff and clients were interviewed; orientation,[1] testing, and assessment interviews observed; and a total of 228 client files reviewed. The second county visit was to interview service providers, employers, and community representatives. When possible during this visit, ADC clients assigned to the service providers or hired by the employers were also interviewed. Information gathered during the second visit is presented in chapter 3. Detailed descriptions of the CDHS and community visits in each county are presented in Part II of this report.

The processes used and attitudes conveyed during intake and referral, scheduling, orientation, testing, and assessment interview can significantly affect client success in the JOBS program. Perhaps the most significant of these processes relative to client attitude and subsequent success or failure are orientation and the assessment interview. These are processes during which clients' concerns, anxieties, and attitudes toward the program can be affected. The extent to which orientation and the assessment interview are being used in a positive manner will be discussed in this chapter.

Enrolling Clients

For purposes of this discussion, the orientation and assessment process is divided into (1) enrolling clients, which covers intake and referral, processing into the program (including scheduling), and orientation, and (2) assignment to components which includes testing, interviewing, determining whether or not there are barriers to JOBS/obstacles to employment, and client reaction. Many similarities exist in the approach the counties take to accomplishing their tasks. These similarities, as well as unique approaches, are presented in the sections below.

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[1]The Ohio Department of Human Services and some of the County Departments do not use the term "orientation." We use the term to cover the process of informing clients of the components of JOBS and their rights and responsibilities under the program.

Intake and Referral

When an individual applies for public assistance and is approved to receive ADC, the income maintenance staff person may or may not provide information about the JOBS program to the client. Those counties that do provide JOBS information at (re)determination may do so to different degrees. The IM worker may inform the client that he/she must participate in JOBS or may describe the JOBS program and indicate that participation may be required. In some counties, the client is required to sign a Rights and Responsibilities form and/or complete a Background Information Form (BIF). The IM worker may then complete an internal referral form.

With the exception of Seneca County, the rural counties use an internal referral form and the urban counties wait for the state-generated 6805 and 6802 before notifying clients that they must appear for assessment or appear for assessment and participation in the JOBS program.

Processing into the Program

During the site visits at the county offices, the observation team examined the manner in which scheduling of orientation, testing, and assessment were handled. A total of 228 records (an average of 15 records per county) were examined. The client records that were reviewed during the site visits were over-represented with active files. Cases that were closed were sometimes not accessible. Among the closed files that were accessible, the most frequent reason was that the clients never reported for initial assessment. Consequently, these files were deliberately undersampled because they yielded no information on progress through the program. Among the files that were reviewed, 65 percent of mandatory JOBS participants appeared for orientation and assessment following the first notification letter. Program administrators estimated that their overall reporting rates were closer to 50 percent. The examination of these records produced the following information:

- The average number of days between application approval/redetermination, and referral to the work program was 65 days.

- The average time lapse between referral to the work program and notification to appear for assessment was 51 days.

- The number of days from the date on the notification to appear for assessment to the time scheduled for the interview averaged 13 days. Of the 228 records examined, 166 (64.9 percent) showed that the client had appeared in response to the first notice.

- For clients who did not report at the time originally scheduled, the average number of days from the time the interview was initially scheduled to the time an additional notice to appear was sent was 44 days. This time frame included

a period in which the client could contact JOBS and provide a good cause reason for having missed the first appointment.

- Thirteen days was the average amount of time that elapsed between the time the additional notice to appear was sent to the time the interview took place. Of the 228 records examined, 47 (20.6 percent) showed that the client had appeared in response to the second notice. The total number of clients appearing in response to the first or second notice was 213 (85.5 percent).

- The average number of days from the time the interview took place to the time when the initial assignment started was 35. Of the 228 records examined, 4.9 percent were determined to be not job ready; 20.2 percent were assigned to Job Club, 1.5 percent to SEP, 25.1 percent to CWEP, 32 percent to E&T, and 6.9 percent to a combination of E&T and CWEP (some counties require those assigned to GED to complete their required number of hours at a CWEP site if the total number of required hours cannot be completed through GED alone). The remaining 9.4 percent either found employment, were determined to be exempt, declined to participate, or participated in a JTPA and E&T orientation.

- Only 59 records (26 percent) indicated that clients had completed the first assignment and gone on to a second assignment. These were mainly clients assigned to Job Club. In other words, most clients were in their first assignment when their files were reviewed. The average number of days from the time an initial assignment started to the time a second assignment started was 90 days.

- Only 5 of the 228 records examined had been closed at the time the files were reviewed. The average number of days between when the case was approved/redetermined to the time the case was closed was 174.

- Sanctions were proposed for 26 of the 228 clients whose files were reviewed. However, only five clients were actually sanctioned; the remaining 21 came into compliance. The five were sanctioned for failure to attend assessment (two), not reporting to assignment (two), and non-cooperation (one).

As noted, the case files that were reviewed were over-represented with active files. To obtain another perspective on the experience of clients, program administrators were asked to provide estimates of clients' program experiences, shown in table 2.1. The two sources yielded identical figures (differing by only 0.1 percentage point) on the total who appear for orientation/assessment in response to first or subsequent notices. For the other outcomes, the administrators' responses probably reflect the actual experiences of clients more accurately than the tallies from the case files.

TABLE 2.1

OUTCOMES OF CLIENTS AS THEY MOVE THROUGH JOBS

Category	Administrators' Estimates	Calculated from 228 Case Files*
Average percentage of clients who appear for orientation/assessment in response to first notification to appear.	51.9%	64.9%
Average percentage of clients who appear for orientation assessment in response to subsequent contacts.	33.7	20.6
Average percentage of clients who are sanctioned for failure to appear for orientation/assessment.	11.9	.9
Average percentage of cases closed before being assessed.	8.7	Not Available
Average percentage of clients who are classified as "not job ready."	18.6	4.3
Average percentage of clients who are assigned to a program component.	66.6	82.0
Average percentage of clients who are sanctioned for not fulfilling requirements of components to which they are assigned.	12.9	.8
Average percentage of clients who leave ADC because they get jobs through the work program.	11.2	Not Available

*The casefiles that were reviewed overrepresented active cases so progress through the program could be examined.

The information contained in the case files was also analyzed to determine the time clients were given to respond to a notice to report. ADC recipients were given as little as three days and as much as four weeks notice to appear for orientation and assessment. Interestingly, not only were these times different across counties, but the lead times varied within each county also. JOBS administrators were asked to estimate show rates--the proportion of clients who are notified to report for orientation/ assessment and who actually do report. The length of time between when the notifications to appear were dated and when the individuals were expected to appear did not seem to negatively affect the initial show rate, nor to affect the percentage of recipients reported as ultimately sanctioned.

The initial show rates, as estimated by JOBS administrators, ranged from 28 to 78 percent. When the counties are divided into urban or rural categories, the estimates of show rates were quite similar. The lowest reported rates were 30 percent for rural counties and 28 percent for urban counties. At the high end of the scale, the difference initially appears to be much greater: 78 percent for rural counties and 60 percent for urban counties. However, only one rural county (Perry) reported the 78 percent figure; the next highest show rate was 60 percent, the same as for urban counties.

The percentage of recipients ultimately sanctioned was estimated by JOBS administrators during the interviews to range from 5 to 25 percent. In this case, however, a difference in rates between rural and urban counties does exist. The percentage of recipients sanctioned is higher for urban counties (four counties estimated a sanction rate of 25 percent) than rural counties (four counties estimated a sanction rate of 10 percent and one of 20 percent).

Scheduling for orientation and assessment varied across counties, and in all but three, clients either had long waits for interviews or had to return another day. In most counties (Lake and Trumbull Counties being the exceptions), a group orientation was conducted. Many counties then required clients to remain and undergo testing and assessment. Brown, Champaign, Clermont, and Richland Counties, however, scheduled appointments for assessment interviews to be conducted at a later time. A second trip to the county office may place a considerable burden on some clients, especially those in rural counties without access to public transportation.

In the remaining counties (Stark County being the exception), recipients may spend as long as four hours waiting for their assessment interview. This length of wait can also pose a considerable burden and can contribute to a feeling that JOBS is just more bureaucracy that must be endured to receive financial assistance. Neither child care nor transportation are provided for clients during the orientation and assessment process. It should be noted that clients who initially appeared for the orientation and assessment process but left before their interview or did not return to complete the process would appear in the statistics as having appeared for assessment.

Stark County does the best job of scheduling orientation and assessment. The sessions are scheduled hourly, at 8:45, 9:45, and 10:45 a.m. and again at 1:30 and 2:30 p.m. For each session, eight to ten recipients are scheduled for six interviewers. One of the

reasons it is feasible to schedule this way is because Stark County uses a 15-minute videotape that explains the components and the Rights and Responsibilities form and, therefore, does not need to use staff time for orientation. This allows for greater scheduling flexibility.

Orientation

Orientation is important not only to the success of the individual client but also to the success of the JOBS program. Orientation is the opportunity for staff to develop in the client's mind a clear understanding as to the purposes of the JOBS program, allay client fears that might later impede progress, promote client cooperation, and raise the level of enthusiasm among clients.

Some of the counties presented information about JOBS to a group of ADC or ADC and GA clients; some presented the information on an individual basis. They used a variety of approaches, including having IM staff present the information individually at intake or redetermination time, by letter, during the assessment interview by JOBS (or in Lake County, JTPA) staff, during an orientation session by JOBS staff, or a combination of these processes. The most common approach, however, was for JOBS staff to read to a group of clients material previously sent by mail. The group orientations were too frequently presented with a lack of enthusiasm and warmth, with the notable exception of Perry County. These approaches did not ensure uniformity of message or promote much apparent interest in participating in JOBS.

The JOBS program in Lake County uses JTPA staff to conduct the orientation session and the assessment interview. Lake County pays the local JTPA program $250.00 per client to perform this task, which ensures maximum integration between JTPA and JOBS. Lake County is exemplary in its coordination with JTPA.

Two counties (Summit and Stark) were using an audiovisual approach in presenting the orientation material. Stark County used an in-house produced videotape of assessment interviewers, each sitting at the same desk, with the same background, reading descriptions of the components. This saved staff time, and Stark used the saved time to make the scheduling process more flexible. Unfortunately, the video did not convey a sense of enthusiasm nor emphasize the potential benefits of the program. Clients did benefit in that they were not subjected to long waits for subsequent portions of the assessment process nor did they have to make a second trip for the interview portion. Summit County used a slide and tape presentation that also did little to motivate clients about the program. It was unfortunate that the Summit County clients who were in the room to view the slide and tape presentation chose instead to complete paperwork. Neither county was satisfied with the quality of the presentations and wanted to update the information but cited time and financial constraints as barriers.

From our limited number of observations and interviews of clients, we could not measure the effectiveness of the various types of orientation on client interest. However, the most efficient use of worker time is the audiovisual presentation; the next most efficient

being the group orientation approach. The audiovisual approach does not ensure that clients will attend to the information being presented (they may daydream or fill out paperwork), but clients must assume responsibility for their attention or lack thereof, no matter what method of presentation is used. Neither the group nor individual approach ensure quality. In fact, some of the group orientations were conducted in a perfunctory manner; the review of the program was very fast and often gave the impression that each client would have to go through every component. Even the individual approach does not ensure quality nor attention. However, in all approaches, the client was, at some point during the orientation and assessment process, able to ask questions about material presented.

As mentioned above, the quality of presentation varied from county to county. Perry County, for example, was both thorough and personable in its group approach. At the other extreme, the Franklin County presentation was perfunctory and impersonal. Trumbull County did not read the Rights and Responsibilities form or the information about Good Cause but, rather, simply told the clients that these forms were important. Considering the literacy levels of some ADC recipients, many probably never attempted to read this material.

The length of time spent on the orientation presentation varied. During the CDHS site visits, the least amount of time spent on orientation was five minutes (Trumbull and Lake Counties) and the longest was 85 minutes (Richland County). The average time was 36 minutes, including time for asking and answering questions. The topics most commonly covered during orientation were the clients' Rights and Responsibilities, the JOBS components, sanctioning and grievance procedures, and Good Cause. At the time of the observation, only three counties (Brown, Champaign, and Lake) reviewed information on JTPA services. Individual counties presented information on other topics: Project LEAP (Clermont), other agencies and schools that provide services for JOBS clients (Seneca), and medical card extended benefits (Trumbull).

From observations of orientation sessions, about one-third of the of the counties elicited some enthusiastic responses from clients to the orientation and one-third of the counties elicited some negative responses. The majority of responses in nearly all the counties, however, appeared to be neutral. The predominance of the neutral response may be due, at least in part, to the apparent apathy or mistrust on the part of clients as well as some of the presenters. Another cause may be that many of the clients did not understand the large number of acronyms used and the complexity of the information presented.

Assignment to Components

Assignment to components lies mainly in the hands of the assessment interviewers. In making assignments, the interviewers draw upon test results, information fro background forms completed by the clients, and information elicited in the interviews.

Testing

All the counties except Summit were testing at the time of the CDHS site observations. Some were using a combination of tests. The tests being used were as follows:

Brown	TABE Locator and full TABE
Champaign	WRAT and SRA
Clermont	TABE Locator
Franklin	WRAT
Lake	WRAT-R2 (mathematics) and Kaufman Test of Educational Achievement (reading)
Lawrence	Locally-developed test
Montgomery	TABE Locator
Perry	TABE Locator
Pickaway	TABE Locator plus full TABE if indicated
Richland	TABE Locator
Seneca	WRAT-R2
Stark	Test administered by ABE provider only to those assigned to ABE
Trumbull	WRAT-R1 and Gates-MacGinitie Reading Test, 2nd ed., Form 1, Level 1--only after assignment to ABE
Wyandot	WRAT

The standardized tests being used in the demonstration counties are widely accepted measures of adult literacy (Connell and Ashley 1984; Mitchell 1985; Mitchell 1983; Vetter, Hull, Putzstuck, and Dean 1986). All yield scores that can be converted to grade equivalents, but they differ in content and method of administration. The WRAT (Wide Range Achievement Test) measures reading (by scoring the number of words an individual can pronounce rather than by comprehension), spelling, and math; the SRA (Science Research Associates) measures reading and math, but not spelling or writing; the Gates-

MacGinitie measures reading only; the TABE (Tests of Adult Basic Education), which comes in three levels (E--for adults at reading levels grades 2-4, M--for adults at reading levels 4-6, and D--for adults at reading levels 6-9), measures reading (vocabulary and comprehension) and mathematics (computation and concepts and problems) at all three levels, and language (mechanics and expression) at levels M and D only (Mitchell 1983). The TABE Locator contains 38 items that are appropriate for determining the subsequent level of the TABE that an individual should take for more accurate assessment. In addition, one county is administering a locally developed test that is acceptable to the ABE providers, but which may not have national norms or have been tested for reliability. These variations in what tests measure may or may not accurately reflect what an individual must know to obtain and retain a job or an individual's ability to prepare for and pass the GED.

The usual method of administration was to test the group that had assembled for the orientation (group informing) session. Other less frequently used methods were to administer the test to the group that had assembled for the orientation, but on a different day (Champaign and Lawrence); to have another agency administer the test to all participants at some time after the orientation and assessment (Franklin); or to administer the test individually (Lake). At the time of the CDHS visits to Trumbull and Stark Counties, only those recipients assigned to ABE were tested.

Interviewing

The assessment interview provides staff the opportunity to match individuals' interests, experiences, and abilities with the opportunities open to them through the program. The better the match, the more likely it is that clients will benefit from participation in JOBS. The interview can reinforce the orientation message (JOBS is a positive opportunity) or it can portray JOBS as the obligation to "work off your grant," thus creating the impression that JOBS is punitive rather than a way to assist clients to qualify for and obtain employment.

Prior to the assessment interview, all counties had clients complete a personal history questionnaire. This was the major source of information for the assessment interviewers. Generally, the assessment interviewers did not have much time to review the form, but the information was presented succinctly and, during the interview itself, the interviewers could ask questions about any information that was unclear as they read through the form. The style of interview varied from interviewer to interviewer. Some used the approach of eliciting information regarding attitudes and preferences through general questions; others were more direct in their approach.

During interviews with JOBS assessment staff, the information reported as requested most frequently from clients concerned the recipient's work history, education level, preferences or choices of component, presence of barriers to employment (including substance abuse, lack of transportation, handicapping conditions, day care problems, or health problems), and recipient's job goal(s). In only a few counties did JOBS staff state that they found it important to consider age, attitude, or possibility of a criminal record, but

it was apparent during the observation of the interviews that these factors did influence the interviewers.

The factors that had a major influence on the component placement decision were education level, job history, barriers, and client preferences. For example, if the client did not have a high school diploma, he/she was encouraged or assigned to attend GED classes. In at least four counties (Brown, Clermont, Perry, and Pickaway), clients were required to also participate in the CWEP component for hours that remained to complete their requirement for a month. (The required number of hours was determined by dividing the dollar amount of assistance the family was receiving by the then-current federal minimum wage figure.)

If the individual had a "spotty" work history or had been out of the job market for a long period of time, he/she was encouraged to select or was assigned to the CWEP component. If the work history was recent and "stable," the individual was assigned to Job Club. Client preferences were taken into account as much as possible when assignments were made. A client interested in employment in the transportation field, for example, would be assigned to a CWEP site involving transportation, if such an opening were available.

Table 2.2 provides an overview of the characteristics of types of clients who were interviewed. The table includes data on average age, grant amount, length of work experience, percentage with no work history, and education data by county for the 42 JOBS counties. These data are taken from the CRIS system. (Cuyahoga County is not included because complete CRIS data are not yet available for the JOBS program in that county.) The 42 counties, therefore, constitute a full census of the ADC JOBS caseload.

On the average, clients in Ohio are in their early thirties. Half of them dropped out of high school, and a little over a quarter have had no previous work experience. Among those who have worked, they average five years of job experience. Taking their average age, 33.5 years, it is likely that these clients have been out of school at least 15 years. Since they only have an average of 5 years of work experience, it appears that they were out of the labor market or unemployed about two-thirds of the time since they have left school. With an average ADC monthly grant of $313.90, every client that obtains employment and leaves ADC would lead to a direct cost savings of up to $3,767 per year.

Barriers to JOBS/obstacles to employment. The presence of barriers to participation in JOBS could lead to a referral to an agency appropriate to resolving the problem and/or to a "not job ready" or "exempt" determination. Table 2.3 presents statistics for the 42 Ohio JOBS counties on barriers preventing participation that were calculated from CRIS data. As the table shows, the three major reasons individuals are placed in the "not job ready" category are (1) transportation, (2) medical limitation, and (3) child care not available. The "not job ready" classification denotes problems that will eventually

TABLE 2.2

WORK PROGRAM ADC CLIENT CHARACTERISTICS, BY COUNTY
(Entries describe 06/90 caseload)

County	Average Age (Years)	Average ADC Grant	Average Work History (Months)[a]	No Previous Work Experience[b]	Education			
					Less Than 9 Years	9-11 Years	High School	Greater Than 12
Allen	34.8	$272.58	90.5	12.7%	3.05%	26.22%	62.80%	7.93%
Athens	32.5	281.04	38.0	22.9	2.27	60.23	31.82	5.68
Belmont	34.2	322.58	109.6	28.9	6.39	31.28	55.25	7.08
Brown	34.0	281.55	42.7	3.8	6.38	46.81	40.43	6.38
Butler	33.4	320.92	48.9	4.1	5.57	47.51	42.82	4.11
Champaign	32.2	238.46	60.0	83.3	4.17	45.83	50.00	0.00
Clark	31.9	278.75	87.9	24.1	4.90	44.12	44.12	6.86
Clermont	33.2	337.33	70.3	32.1	13.13	45.63	31.25	10.00
Crawford	31.5	324.08	80.1	21.1	20.79	33.66	38.61	6.93
Franklin	32.1	305.59	183.0	83.3[c]	20.00	33.33	33.33	13.33
Fulton	35.1	282.68	25.8	26.1	3.57	28.57	53.57	14.29
Gallia	32.7	326.82	52.5	28.1	13.64	54.55	27.27	4.55
Hamilton	34.7	320.15	49.8	14.5	4.35	73.29	18.90	3.45
Hancock	32.0	277.48	69.9	7.4	7.41	33.33	53.70	5.56
Holmes	32.2	224.89	23.3	14.3	11.11	22.22	33.33	33.33
Knox	33.4	279.67	75.6	19.4	9.09	21.21	57.58	12.12
Lake	32.4	312.16	58.2	19.6	2.26	42.86	38.35	16.54
Lawrence	33.3	327.82	101.3	35.9	5.54	43.15	44.31	7.00
Lucas	34.1	327.88	53.4	30.5	6.47	42.63	40.94	9.96
Madison	34.9	318.89	139.8	0.0	11.76	58.82	23.53	5.88
Marion	33.0	259.93	79.9	30.0	5.13	38.46	51.28	5.13
Montgomery	32.4	312.21	43.8	20.1	5.32	38.74	39.85	16.09
Morrow	32.9	297.09	102.6	11.5	0.0	62.50	37.50	0.0
Muskingum	31.2	281.13	83.1	24.0	12.50	50.00	37.50	0.00
Perry	33.4	321.61	84.0	30.2	12.24	34.69	45.58	7.48
Pickaway	34.9	324.75	83.8	17.7	20.78	40.26	35.06	3.90
Pike	33.8	309.38	48.9	27.3	6.82	32.95	55.68	4.55
Putnam	32.1	459.58	76.90	0.0	8.33	41.67	33.33	16.67
Richland	33.2	326.20	75.1	11.5	6.85	49.32	37.90	5.94
Sandusky	32.0	328.72	30.7	29.2	0.00	50.00	25.00	25.00
Scioto	32.0	337.80	43.9	54.0	7.61	44.29	44.29	3.80
Seneca	33.0	282.86	107.6	36.2	10.17	35.59	42.37	11.86
Shelby	34.7	257.65	60.4	13.6	9.09	48.48	36.36	6.06
Stark	33.9	291.06	42.8	44.0	4.74	37.66	51.12	6.48
Summit	33.9	306.5	39.3	33.4	5.52	37.91	41.22	15.35

County	Average Age (Years)	Average ADC Grant	Average Work History (Months)[a]	No Previous Work Experience[b]	Education			
					Less Than 9 Years	9-11 Years	High School	Greater Than 12
Trumbull	33.4	306.27	56.6	28.8	5.31	29.94	54.56	10.19
Union	31.5	296.03	44.6	32.0	3.23	51.61	41.94	3.23
Washington	33.6	305.62	90.8	21.3	7.69	53.85	30.77	7.69
Wayne	33.0	326.83	55.2	0.0	9.41	42.35	41.18	7.06
Williams	33.8	226.00	58.4	40.0	8.33	58.33	33.33	0.00
Wood	30.5	306.60	112.1	20.0	7.27	30.91	47.27	14.55
Wyandot	31.3	346.74	74.6	14.3	21.43	14.29	57.14	7.14
Averages[d]	33.5	313.90	62.5	26.8	6.3	44.3	40.5	8.9

NOTES:

[a]Calculated only for those with some work experience

[b]Calculated only for clients who have been assessed

[c]Apparent data error since only ADC-U cases were required to enroll in JOBS in Franklin County during FY 1990.

[d]Does not include exempt cases

TABLE 2.3

AVERAGE MONTHLY ADC CASELOAD IN NOT JOB READY STATUS
BY EMPLOYMENT BARRIER AND COUNTY

County	Medical Limitation	Pregnancy	Language Barrier	Transportation	Child Care Not Available	Other SS Not Available	Other Barrier	Spouse	Total
Allen	17.7	0.0	0.0	3.7	1.7	0.0	2.1	0.0	25.2
Athens	10.8	0.0	0.0	29.6	9.2	0.7	0.0	0.0	50.3
Belmont	22.7	1.5	0.0	21.4	13.7	0.0	3.1	1.7	64.1
Brown	10.4	0.3	0.0	0.0	3.3	0.1	0.2	0.0	14.3
Butler	15.0	7.4	11.1	40.5	5.9	0.0	1.3	0.0	81.2
Champaign	0.2	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2
Clark	29.4	3.7	0.9	25.9	0.0	2.2	0.5	0.0	62.6
Clermont	11.6	1.0	0.5	4.6	7.3	0.4	0.2	1.4	27.0
Crawford	9.8	4.3	0.8	7.7	11.6	0.1	1.1	0.0	35.4
Franklin	0.7	2.0	21.9	1.0	3.3	0.2	0.8	0.0	29.9
Fulton	4.2	2.7	0.2	23.2	1.0	0.0	0.0	0.0	31.3
Gallia	6.2	0.7	0.0	145.9	4.8	0.9	5.8	4.8	169.1
Hamilton	190.8	1.6	1.5	47.7	50.1	28.1	31.1	0.2	351.1
Hancock	7.6	1.2	0.3	0.0	3.8	0.9	1.7	1.2	16.7
Holmes	0.0	0.3	0.0	0.0	0.2	0.0	0.0	0.1	0.6
Knox	5.7	0.0	0.0	0.3	11.6	0.2	0.0	0.0	17.8
Lake	3.4	0.0	0.0	1.2	0.8	0.2	0.4	0.0	6.0
Lawrence	8.3	0.2	0.0	0.8	0.7	0.0	0.0	0.0	10.0
Lucas	32.5	2.3	0.0	4.8	0.8	0.3	1.6	1.1	43.4
Madison	5.0	0.3	0.0	2.0	5.9	0.5	2.4	0.5	16.6
Marion	6.9	4.1	0.8	11.3	7.2	0.0	9.9	0.4	40.6
Montgomery	53.3	0.6	0.3	5.9	19.8	4.2	11.8	0.2	96.1
Morrow	20.1	3.3	0.0	31.2	12.8	0.0	0.3	0.0	67.7
Muskingum	17.2	1.4	0.0	17.0	9.7	0.4	3.0	9.5	58.2
Perry	7.8	0.7	0.0	24.7	0.7	0.0	1.6	2.7	38.2
Pickaway	4.8	3.4	0.0	20.2	14.8	0.3	3.9	0.7	48.1
Pike	10.9	0.0	0.0	116.3	1.2	0.4	0.0	2.9	131.7
Putnam	2.1	0.0	0.7	1.6	3.0	0.0	1.3	0.0	8.7
Richland	30.0	1.3	0.0	11.2	4.6	0.3	5.4	1.8	54.6
Sandusky	2.0	2.4	0.0	0.0	1.1	0.3	0.0	0.8	6.6
Scioto	120.4	0.4	0.4	201.5	0.0	0.0	41.3	1.1	365.1
Seneca	0.4	0.2	0.0	1.9	0.1	0.2	0.0	0.0	2.8
Shelby	2.3	0.0	0.0	2.2	2.1	0.0	0.3	0.0	6.9
Stark	40.6	0.0	0.7	18.4	12.3	0.6	4.8	0.0	77.4
Summit	34.8	0.4	2.9	26.2	18.8	2.4	3.8	2.9	92.2
Trumbull	13.7	0.4	1.5	65.7	0.9	0.3	4.3	0.5	87.3
Union	7.8	0.2	0.0	0.0	0.1	0.0	0.0	0.0	8.1
Washington	31.0	2.5	0.4	28.3	26.2	0.1	14.0	4.3	106.8

County	Medical Limitation	Pregnancy	Language Barrier	Transportation	Child Care Not Available	Other SS Not Available	Other Barrier	Spouse	Total
Wayne	11.9	1.1	0.0	0.2	14.6	0.8	4.6	0.1	33.3
Williams	1.3	0.5	0.4	0.5	0.0	0.0	0.6	0.0	3.3
Wood	9.1	0.6	0.0	2.0	4.3	0.2	1.5	0.5	18.2
Wyandot	1.1	1.3	2.0	0.0	0.3	0.0	0.0	0.8	5.5
Statewide Totals	821.5	54.3	47.3	946.6	290.3	45.3	164.7	40.2	2410.2

be resolvable and, if the individual is still receiving ADC at that time, he/she will be brought into JOBS then; an "exempt" determination denotes problems of a lasting nature.

A fuller understanding of the statistical category "barriers to employment" came from the 45 assessment interviews that were observed in the 15 counties. Of the 45 observations conducted, 14 (31 percent) were of males and 31 (69 percent) were of females. Information gained during these observations indicated that the most common obstacles to employment for this population were lack of a high school diploma, low reading and math ability, medical (physical or mental) disabilities, and lack of job training and job awareness.

The number of males with neither a high school diploma nor GED was 8 (57 percent of the males observed); the comparable figure for women was 17 (46 percent). One male, who had a long work history as a machinist, could not find a new job as a machinist because he lacked a diploma; nor could he be hired as a firefighter even though he had completed the 320 hours of training necessary.

Seven of the 45 individuals (16 percent) were exempted from or determined not-job-ready for JOBS participation for medical or mental health reasons, either for themselves or to care for a disabled spouse or child. One woman had suffered brain damage in an auto accident and could not work because she passes out without warning. Another woman was encouraged by the interviewer to take a medical exemption because her mother required care. She wanted to participate but acquiesced to the interviewer's wishes. One man was declared exempt because of severe depression and arthritis. He wanted an E&T assignment, but was discouraged from doing so by both his doctor and the interviewer. Another man appeared to be mentally disturbed and assignment was not made; a disability determination was pending.

In general, math and reading scores, as tested during the orientation and assessment process, were low. This was especially true of those who had not completed high school. Indeed, one of the men scored so low on reading that the interviewer believed that further testing for a learning disability was indicated. This individual reported that he was requested to leave school in the eighth grade because he could not learn. Another male client was initially referred to a literacy program under the E&T component rather than a GED program because of his lack of reading ability.

Family and personal problems also played a role in the ability of individuals to participate in the work world. One woman was thought by the interviewer to be suffering physical abuse at the hands of her husband. Another woman, who had physical and self-esteem problems, was a recovering alcoholic whose husband was in prison.

Many of the clients who were observed during the CDHS visit did not appear to be aware of the types of jobs that might be available to them. Most had held low-paying, low-skill jobs. Salary expectations were often unrealistic. Clients also seemed unaware of the abilities or training required for some jobs. One woman expected to be able to make $15.00 to 20.00 per hour selling crafts. Another woman wanted to be a licensed practical nurse, but had very low reading and math scores. More extensive career counseling than can be provided in the assessment interview is needed to help these individuals examine

their interests and abilities. Once these are clear, finding appropriate jobs might be easier, thus saving time and money in the long run.

It is interesting to note that only two of the 45 individuals observed mentioned having taken a vocational program in high school. One had worked briefly in the field in which she had trained, whereas the other had worked extensively in her area of study.

A few of the women had already started attending an education institution. One woman had been enrolled in an occupational therapy program at a community college. She was working part-time in her own business, cleaning houses, but could not work enough hours while going to school to support herself and her son and provide insurance coverage for the two of them. She had taken out grants and loans to pay for school. The men had not pursued additional training, perhaps because a greater percentage of them had not finished high school, a belief that they did not need further education, or a fear of failure if placed in an education setting.

The majority of clients observed seemed to want to work but did not have the credentials or ability to do so. To the extent that JOBS could assist these individuals in becoming employable, they were assigned to a component or, if a temporary barrier to participation was present, were determined to be "not job ready," pending resolution of the barrier to participation. Those who believed they had a nonresolvable barrier to participation were advised to obtain verification of that barrier.

Usually, client and interviewer interaction during the assessment interview was relaxed and evenly balanced. Only in some of the observations in two counties (Franklin and Seneca), was little interaction observed between client and interviewer or little client input solicited. Because instances of this type were so rarely observed, one can assume that they are the exceptions rather than the rule.

The length of the assessment interview varied, not only from county to county but from interview to interview. Trumbull County averaged the shortest interviews (14 minutes) and Clermont County averaged the longest (57 minutes). Twenty to 30 minutes for an interview was common.

Client Reaction

By the end of the orientation and assessment process, the majority of clients stated that they understood the JOBS program, their rights and responsibilities, and their options, but, if pressed, had difficulty in stating what they knew. This is not surprising, considering the complexity of the information presented. Many of the clients interviewed for this study at the time of the CDHS visit seemed to view the purpose of the observers as being to check up on them as well as to examine the JOBS implementation. As a consequence, the clients seemed to be less than fully candid with the observers, even though confidentiality was promised and they were given the option of not answering questions with which they felt uncomfortable.

Although not all of the ADC recipients agreed with their assignment to a particular program component, particularly if the assignment was to GED, the majority agreed either in part or in whole with the decision.By the same token, the overall level of satisfaction with the process and assignment was good to very good. Only one individual appeared to be hostile to the process, a man who was prophesying the end of the world and believed that he was a pawn in the "welfare chess game." To this individual, welfare clients were the ones supporting CDHS staff. Although he initially refused to sign the Rights and Responsibilities form or take the tests, he did take the tests but was classified as "not job ready," pending the outcome of a disability appeal.

Summary

At the time of the observations, staff appeared to be accustomed to performing their job duties and to be operating within an understood chain of command. Staff were, however, concerned about the amount of time and paperwork needed to process clients. Most rural counties use internal forms to refer clients from intake to JOBS; urban counties use the ODHS generated 6802 form.

Processing into the program, that is, the amount of time that elapses between application or redetermination and the beginning of participation in a component, may take from 164 days (for clients who appear in response to the first notification to appear) to 221 days (for clients who appear in response to subsequent notifications). Almost all (85 percent) of those notified to appear for assessment actually do appear.

Variations exist in the methods used to provide orientation and to schedule clients. The most efficient method for both CDHS staff and clients is that used by Stark County. By using an audiovisual approach that requires no staff to be present during the orientation, Stark County staff are able to schedule clients more flexibly, thus eliminating long waits between orientation and the assessment interview or having clients return a second day for the assessment interview.

Orientation is critical to shaping the client's responses to and attitudes toward the JOBS program. Generally, the 15 counties are using a group orientation process, although there are variations to this practice. Client reaction to orientation was mixed; a few were enthusiastic, a majority apathetic, and a few negative.

Testing is usually accomplished by administering a standardized test to a group that has appeared for orientation. Generally, testing was administered during the interval between orientation and the assessment interview, and generally on the same day.

Typically, the assessment interviewer had only a few minutes to review the information that had been gathered previously about a client, but this seemed to be sufficient time. Clients appeared to be fairly relaxed during the assessment interviews.

The factors that had a major influence on the component placement decision were education level, job history, employment obstacles, and client preferences. Generally, clients in the observed group were in agreement with component assignment. There were occasional exceptions to assignment to a GED program. Some clients disliked school and did not want to return; others said they needed a job rather than education.

Clients who were not assigned to a JOBS component were classified as "Not Job Ready" (NJR) or "Exempt." Those classified NJR had barriers to participation that were deemed to be of a temporary nature; those classified as exempt were, for example, those with physical disabilities. Obstacles to employment included lack of a high school diploma, low reading and math ability, medical (physical or mental) disabilities, and lack of job training and job awareness. Family and personal problems also played a role in the ability of clients to obtain jobs.

Most of the clients appeared to be willing and even eager to work. They did not appear to be aware of the types of jobs that might be open to them nor have any understanding of the abilities and training required for many jobs, however.

CHAPTER 3

PROGRAM COMPONENTS AND THEIR RELATIONSHIPS IN THE COMMUNITY

This chapter presents an overview of the JOBS program as it is seen by individuals in the 15 demonstration counties who come into contact with it. The information was developed through personal interviews with representatives of community agencies that provide services to JOBS clients and with employers who hire these clients. Obviously, cooperative relationships with other agencies and employer willingness to hire JOBS participants are crucial to the success of the program. No CDHS could possibly offer all the services that are needed by clients. The JOBS staff must identify community resources and direct clients to the agencies that can provide these services.

When a new program like JOBS appears, the large number of clients it serves can have a major impact on the capacity of the existing delivery systems to accommodate these new referrals. In addition, the services that JOBS provides may be seen as duplicating or competing with those provided by other agencies. These problems and concerns must be addressed if JOBS is to succeed. The experiences and reactions of representatives of the major agencies cooperating with JOBS are presented in this chapter.

As important as interagency cooperation is, however, it is only a means to the end. Employment, the hiring and retention of JOBS participants in comparison to similar clients who did not take part in the program, is the primary criterion by which the program will be judged. Employers who had hired clients who had been referred by JOBS were interviewed in most of the 15 demonstration counties to determine their experiences with the clients and with the program itself.

Before presenting the results obtained from these interviews, a major caveat is necessary. The individuals we talked with in our community visits to the 15 demonstration counties cannot be considered a representative sample. The JOBS administrators nominated these individuals and it would be most unlikely that the administrators would refer us to agencies or employers that have had bad experiences working with JOBS.

Furthermore, as part of our interviews with the nominated respondents, we asked to talk with a client who was being served by the agency or had been hired by the employer. The clients we talked with were those who were present on the days we conducted our visits. Clients who did not attend their assigned components or who were not hired were obviously not included among those we interviewed.

A second caveat is also needed. The JOBS program works with ADC, GA, and Food-Stamps-only-clients, and these clients are assigned to all components. It is our impression that many of the reports of the behavior and attitude of clients we obtained during our community interviews did not differentiate between these two groups of recipients. Most of the findings probably represent general impressions influenced by experiences with both sets of clients. When respondents could make clear differentiations,

these are reported. These were, however, rarely volunteered and even when respondents were prompted, they did not appear to perceive many clearly discernable differences between ADC and GA recipients.

This chapter is organized by the three major components to which clients can be assigned--education and training, CWEP and Job Club--and employers' experiences hiring JOBS participants, including subsidized employment (SEP). The discussion represents a synthesis of interviews and impressions we formed from our community visits to the 15 demonstration counties. Specific information about these components in each of the counties is presented in Part II of the report.

Before discussing the separate components, however, an overview of the activity in each of the counties may be helpful. This is presented in table 3.1, which shows the total number of clients who left the pending assessment and pending assignment categories and entered any of the other categories in the table during the 1990 fiscal year, July 1989 through June 1990[1]. The total in each of the categories counts each client only once, but a client may have been in more than one category during the year. For example, a client may have been in pending assessment placed in CWEP until a Job Club began, been in the Job Club and obtained employment. Such a client would be counted once under each of these categories, but only once in the total for the county.

It should be noted that the figures in table 3.1 are not the total number served, because they do not include carryovers from the previous fiscal year. The numbers reflect the total assigned to the components, not the total number served by these components. Nor does the table include the large number of ADC-R clients with children ages one to five who were assessed, but declined to participate in JOBS. All of the counties began processing these recipients, but few of the exempted recipients volunteered for the program and hence are not counted in the table.

Even though they are not included in the table, the exempted recipients did have to be scheduled for orientation and assessment, notified of their appointment, provided information about the program and given the opportunity to volunteer. Since about 50 percent did not report for their initial appointment, they had to be notified of intention to sanction if they did not provide good cause. All of this added considerably to the workload of program staff, but is not reflected in the numbers assigned to components.

Education and training was, by a substantial margin, the most frequent assignment, followed by CWEP, and Job Club. Few clients were assigned to SEP. This pattern holds for 10 of the 15 demonstration counties. The exceptions are primarily rural, low population counties--Lawrence, Perry, Seneca, and Wyandot--except Franklin. In the rural counties the

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[1]The figures in table 3.1 are derived from information contained in the Client Registry Information System (CRIS). The nature of these data is discussed in Chapter 1.

TABLE 3.1

UNDUPLICATED COUNT OF ADC CLIENTS ASSIGNED TO COMPONENTS, FISCAL YEAR 1990, July 1989 - 1990

County	NJR	Job Club	SEP	CWEP	E&T	Employ-ment	Other	Total
Allen	93	157	1	478	233	114	99	833
Athens	131	37	8	131	501	127	9	784
Belmont	184	168	17	322	340	338	12	1022
Brown	60	64	2	82	98	88	56	351
Butler	197	280	0	208	399	339	35	1103
Champaign	1	12	1	17	19	33	11	78
Clark	187	185	7	205	278	322	34	936
Clermont	104	10	1	76	134	81	7	383
Crawford	116	4	4	82	155	93	24	379
Franklin	92	65	2	20	13	65	173	404
Fulton	94	4	0	63	70	46	14	213
Gallia	398	6	8	314	215	178	28	868
Hamilton	901	596	113	433	1343	632	226	3385
Hancock	57	20	2	43	55	108	17	253
Holmes	4	7	0	4	13	21	1	44
Knox	75	22	5	109	84	145	56	350
Lake	32	83	0	23	107	147	2	333
Lawrence	38	9	1	479	110	83	57	686
Lucas	155	339	0	271	483	384	17	1473
Madison	66	43	0	45	76	69	22	225
Marion	142	14	0	156	36	27	10	365
Montgomery	345	579	27	419	1528	423	37	2725
Morrow	166	15	0	80	116	101	32	373
Muskingum	201	86	0	194	535	195	69	1005
Perry	101	53	0	186	126	139	10	463
Pickaway	163	72	0	113	130	111	9	429
Pike	301	38	16	144	173	73	15	579
Putnam	32	24	0	45	32	76	14	172
Richland	140	72	0	125	241	160	41	643
Sandusky	23	26	0	77	35	21	7	177
Scioto	1053	116	10	426	422	126	32	1851
Seneca	18	15	0	72	39	123	7	244
Shelby	58	76	0	38	79	88	20	213
Stark	207	112	12	272	526	731	98	1618
Summit	286	176	16	285	1061	512	106	2282
Trumbull	238	255	11	315	385	182	114	1201
Union	33	40	3	28	74	111	13	201
Washington	273	35	3	220	224	103	31	693

County	NJR	Job Club	SEP	CWEP	E&T	Employ-ment	Other	Total
Wayne	129	47	1	99	179	156	67	462
Williams	17	17	0	40	62	91	17	183
Wood	58	21	1	51	67	53	5	214
Wyandot	15	10	0	38	28	31	7	111
OHIO	6984	4010	272	6828	10824	7046	1661	30307
Percent	23.0	13.2	0.9	22.5	35.7	23.2	5.5	124.0

NOTE: Sum of components exceeds total because some clients were assigned to more than one component. Total counts each client only once no matter how many components he or she was assigned to. Exempt cases not included.

most frequent assignment was CWEP; in Franklin, which in FY 1990 served only ADC-U clients, it was Job Club. The rural counties have fewer educational programs available, and, being relatively poor, a high demand for CWEP workers. Franklin County has a policy of assigning virtually all clients initially to Job Club and to other components only if they do not obtain employment.

Approximately one-fourth (23 percent) of the clients assigned to components in the 42 counties were employed at some time during FY 1990. Being classified as employed does not necessarily mean that the client obtained a job as a result of participation in JOBS. The number in this category represents all clients for whom there were employment records in CRIS. An employment record is generated for employed clients at initial assessment and each time there is a change in status. Many of the clients counted as employed were employed when initially enrolled before receiving any services from JOBS.

When table 3.1 is compared to the same tabulations for FY 1989, the overall number assigned to components increased from 21,503 to 30,307, a 41 percent increase. Some of this increase is due to more complete reporting, but much is also due to increased numbers of clients processed. Recall again that these figures do not reflect ADC-Rs with children ages one to five who did not volunteer to participate, nor the increased workload caused by the requirement to test all clients.

Assignments to education and training had the largest increase in actual numbers. In FY 1989, approximately the same number of clients had been assigned to education and training and CWEP. In FY 1990, the number assigned to education and training increased by 52 percent (from 7,116 clients to 10,824) while the number assigned to CWEP was virtually unchanged (6,765 in FY 1989 and 6,828 in FY 1990). The number classified as employed had the largest percentage increase (66 percent) from 4,241 to 7,046.

These changes reflect an increased emphasis on these components rather than just an increase in clients processed or more complete reporting. The numbers in most other categories also increased but not nearly as much. As noted above, CWEP increased only 1 percent. Job Club increased 25 percent, and the number classified not job ready increased 17 percent. The number in SEP, only 285 in FY 1989 actually dropped 5 percent in FY 1990.

Table 3.2 summarizes some of the characteristics of the clients who were assigned to the program components. Clients assigned to Job Club or employed tend to have higher educational attainment but not more prior work experience. The two measures of prior work experience--average months worked and percent with no work experience--must be interpreted cautiously. This information is available only for clients who have been assessed, and some apparent contradictions raise questions about its accuracy. Clients who are classified as employed have the highest percentage with no work experience, and clients assigned to CWEP have the highest average months worked. Assessment interviewers, however, told us that it was clients without recent work experience who were most likely to be assigned to CWEP. These inconsistencies lead us to question the accuracy of the information on prior work experience. The biggest difference across groups does appear to be very reasonable: the average grant is lowest for employed clients.

TABLE 3.2

CHARACTERISTICS OF CLIENTS ASSIGNED TO MAJOR PROGRAM COMPONENTS, FISCAL YEAR 1990
July 1989-June 1990

Characteristics	Education & Training	CWEP	Job Club	SEP	Employed	All Clients[a]
Average age (years)	33.8	36.5	35.4	35.0	32.7	33.5
Average grant ($)	327.17	345.70	318.60	340.00	195.10	313.90
Average months worked[b,c]	58.4	83.7	68.8	80.8	59.6	62.4
Percent with no work experience[c]	23.8%	22.6%	16.1%	18.8%	35.3%	26.8%
Education						
Less than grade 9	8.2%	7.0%	5.7%	6.2%	3.5%	6.3%
Grade 9-11	47.5	36.7	37.1	43.8	30.3	44.3
Grade 12	34.7	49.5	44.8	43.8	54.0	40.5
More than grade 12	9.6	6.8	12.4	6.2	12.2	8.9

Notes:
[a]Does not include exempt cases
[b]Calculated only for those with some work experience
[c]Calculated only for clients who have been assessed

Education and Training

In the 15 demonstration counties the clients assigned to education and training were predominantly enrolled in Adult Basic Education (ABE) and General Educational Development (GED) courses. The schools in some of the counties make distinctions between these programs; in others they are grouped together under adult education. No formal reports of tested ability levels were examined, but it was the impression of the administrators and teachers who were interviewed that many of the students referred by JOBS were functioning at the fifth to eighth grade level. (These respondents made few distinctions between ADC and GA recipients.) Most clients whose tested skills are below the eighth grade level when they enter a GED program have a difficult time passing the qualifying test. They must be very persistent, often attending for two years or more, to acquire the skills needed to pass the test.

It was our impression during observations of assessment interviews that skill training was a fairly low priority for interviewers. The clients whom we observed actually assigned to skill training were already attending classes when they were assessed. Other clients who expressed an interest in skill training were often in a "catch 22" situation. If they did not have their high school diplomas they were told they should enter GED classes to obtain them. If they had their diplomas, they were assigned to Job Club even if they indicated they would prefer skill training. They were especially likely to be assigned to Job Club if they had diplomas and recent work experience. Often the interviewers said the skill training programs accepted students only at the start of the school year and the clients would have to enter another component until a new program started.

Only two of the 15 demonstration counties, Clermont and Summit, pay directly for skill training out of JOBS funds. Lake County, which contracts with JTPA for most JOBS services, pays $478 for each client assigned to education and training. Only some of these clients receive skill training, however; most enter ABE/GED classes. The 13 other counties refer clients to JTPA or the schools they are interested in attending to seek financial assistance.

Some clients are so opposed to ABE/GED that they refuse it as an assignment. For many of these clients, formal education has been a frustrating, embarrassing experience. Dropping out may have done little for their future, but it was an escape from a punishing environment. They have little desire to return to such a setting. If the client refuses to enter an ABE/GED program, they are usually assigned to Job Club if they have had some work experience or CWEP if they have not.

At the other extreme, some clients seem to enter ABE/GED because it is an easy way to fill JOBS requirements. In every county where instructors were interviewed, there were complaints about the low levels of interest and involvement among some JOBS clients --those who were attending only to continue their financial assistance and not because of any interest in improving their skills. Excessive breaks and talking during class were the most common complaints. These reluctant students were especially annoying to the students who were in these classes because they want to be. Students who have voluntarily

enrolled to earn their GED do not want their classes disrupted by students who would rather not be there.

Impact on Existing System

Another constant found in every county where ABE/GED administrators were interviewed, except Franklin, was the large increase in enrollment caused by referrals from JOBS. In Montgomery County, which has the largest enrollment of ADC clients in the 42 counties, an administrator said he was "overwhelmed." Enrollments were four times higher than they were when the work program began in that county. The impact had been so great that 12 agencies involved in adult literacy came together to form Project READ. This group requested additional financial aid from the Ohio Department of Education and was preparing guidelines to assist agencies in making appropriate referrals of clients.

In two counties, Brown and Lawrence, the JOBS program provided funds to enable schools to offer adult classes during the summer of 1990. In Lake County, a summer program was funded indirectly by JOBS. JOBS pays the JTPA administrative entity for its county $478 for each JOBS client assigned to education and training. The JTPA entity, in turn, funded the Painesville Public Schools to offer summer adult education classes. JTPA also has provided funds for computers and other learning materials. In Seneca County the JOBS programs pays for any books its clients need. In the other counties the educational agencies have received no financial assistance from JOBS, but some have requested additional funds from the Ohio Department of Education. In many of the counties, especially the large urban ones, the monthly reporting on JOBS clients is very burdensome.

Only one JOBS program runs an educational program itself. That is Summit County which conducts a program for functionally illiterate clients. This program is built around the IBM PALS system. PALS is designed for adults performing below the fifth grade level in reading. It uses computer-based learning programs augmented with attractive graphics from videodiscs. At the time the program was visited, it had only been operating two weeks. The instructor was not sure how effective it was, but she said the clients, many of whom were initially resistant, enjoyed using the computer.

Despite the extra work the JOBS clients have caused, the educators spoke favorably about their relationships with program staff. They generally reported staff to be helpful in dealing with any problems that arose regarding their clients. When the educators were asked if there was any assistance they would like to receive, almost all answered, "Money."

Reactions of Clients

In every county where classes were in progress when the community visit was made, interviews were conducted with students. Those who volunteered to be interviewed usually spoke favorably of their experiences. The ones who were most positive were young women in their thirties. Most of these had dropped out of high school when they became pregnant.

Now their children were in their teenage years and these women were wondering what they would be doing for the rest of their lives. They saw the GED as the first step toward additional training or as opening the door to a "good" job. Some had not known that such classes were available until they had their assessment interviews. One referred to JOBS as providing "that little shove" she needed to continue her education.

Almost all of the clients commented on the climate of the classes and how this contrasted with what they had previously experienced. They spoke of being treated like an adult and of the helpfulness and support of the instructors. Some echoed the comments of instructors about the behavior of those students who were attending only to qualify for their financial aid.

Several of the clients, while grateful for the opportunity to pursue their GED, said the $25.00 monthly work allowance was totally inadequate to cover their travel expenses. Many of these clients were attending classes with JTPA participants who received $5.00 per day for their travel.

When interviewing instructors, we were told of several JOBS clients who had completed their GEDs and were continuing their education at two or four-year institutions. One had even received a scholarship from the PTA. Unfortunately we also heard of clients who completed their GEDs, found no other opportunities open to them and were continuing to receive public assistance while being assigned to CWEP sites.

Summary

Adult education programs, primarily ABE/GED, have been affected more by JOBS than any other community agencies. Enrollments in 14 of the 15 demonstration counties have increased significantly as a result of JOBS referrals. Most of these referrals function at a level that requires more assistance and a longer period of study than the average student. The JOBS programs in two counties provided funds to offer adult classes in the summer, a third provided funds indirectly through its contract with JTPA, and one county buys the books for JOBS students. Most clients respond positively to their classes, but all counties reported some disruptive students and a few who even had to be removed from classes. Some students have completed their GEDs and continued their education. There were no reports during the community interviews of students who found their GEDs helped them get jobs, however.

Community Work Experience Program

CWEP carries the burden of its history as the work relief program which has been described most generously as "working off your grant" and most disparagingly as "slave labor." It is usually the assignment of last resort, and often the work sites and tasks are not appealing. Picking up litter, cleaning public buildings, sorting materials at recycling centers, and cutting weeds on public property are some of the common tasks. Despite the low regard with which CWEP is held by many recipients, and even some human service

professionals, we found in our community interviews that it could lead to employment for JOBS clients.

During these interviews, we heard about eight clients who had been on CWEP assignment and demonstrated good work habits that led to their being hired into fairly well-paying jobs. The work assignment gave these clients a chance they would not have had without CWEP. Seven of these "success stories" were with public agencies in jobs as janitors, day care aides, microfilm operator, and file clerk. These clients were dependable and worked hard. When openings became available, they were hired into jobs averaging $6.00 to $7.00 an hour.

In the other case, the client was not hired directly by the CWEP agency she worked for, but her performance led to a recommendation that caused her to be hired by another employer. This employer and employee were interviewed. The employer admitted she would not have hired this worker if she had applied without the recommendation from her CWEP site. The employee reported she was satisfied with her job, although it paid only a little over the minimum wage, and satisfied with her experiences in the JOBS program.

Admittedly, eight examples do not a successful program make. We mention these cases because from the evidence gathered in our community interviews, CWEP was leading to more regular employment than education and training. It may be that when more representative data are available from a larger sample of clients, the analyses will show education and training to have greater long-term payoff. On the basis of the community interviews, however, we would hypothesize that for clients whose tested skill levels are at the seventh grade or below, CWEP will lead to employment more often than education or training.

The most frequent complaint we heard about CWEP was the high number of no-shows, clients assigned to sites who never report. The sites with 50 to 60 percent no-shows were those with jobs that most people would consider unattractive, such as recycling, janitorial, and weed control. When clients do not report, the CWEP sites inform JOBS staff which leads to these clients being notified of intention to sanction. Most of these notifications do not result in sanctions, however. If the clients respond to the notification, they are allowed to sign an agreement to cooperate with the JOBS requirements and are usually given another assignment that they find more acceptable.

Even at the sites with the highest no-show rates, the supervisors said that most of the clients who did report were satisfactory workers. Only in one county did the supervisor say the majority of his CWEP assignments had to be reported to the JOBS program for poor performance. These workers were primarily assigned to litter and weed control.

As in other employment settings, the work sites that are most selective have the best experience with the CWEP clients assigned to them. Settings such as day care centers and hospitals that screen those assigned, sometimes including medical examinations, police record checks, and personal interviews, report mainly favorable experiences. Those sites that take all clients who are assigned have many more problems: half or more never report, and some of those who report are reluctant workers.

There are no direct costs to the agencies that use CWEP clients in any of the counties. Some of the CWEP sites do, however, buy gloves or protective clothing for the workers. A few offer "fringe benefits," such as a free lunch, to CWEP workers. Even the recycling centers, usually considered the "last, last resort," allow clients to make a few dollars by bringing in materials they collect.

Three rural counties have found innovative ways to deal with transportation problems that would otherwise cause some clients to be classified as not job ready. Seneca and Wyandot counties have hired CWEP supervisors who have experience in construction and building maintenance. These supervisors use a county van to pick up and transport CWEP clients and then they direct the clients' work at the sites. In Brown County, the recycling center provides transportation for clients assigned to it. The clients are charged a modest fee for the transportation, but have the option of working extra time to cover the fee.

Summit County has developed four formal programs to incorporate on the job training as part of CWEP assignments. Three of these are operated by the county government and include training in microfilming, landscaping, and janitorial skills. The fourth program is offered under a contract with Goodwill Industries that provides training in retailing through its thrift store.

Reaction of Clients

The CWEP clients who were interviewed, those who were working on the days their agencies were visited, all spoke positively about their work assignment, but some were critical of the way the JOBS program, overall, is managed. The most frequent complaint was that some recipients had to participate while others did not. Those who raised this complaint did not see any reason why they were required to work while others who appeared fully capable were not.

For the most part, however, the CWEP clients who were interviewed thought it fair that they should work as a condition of receiving financial assistance. For some, at least, it removes the stigma of receiving welfare. In one county, no ADC clients were available on the day of the community visit and interviews were conducted with two GA recipients. For these women, both of whom were in their fifties, CWEP was considered their employer. One of them said she tells people she is employed by welfare, not that she is on welfare. She enjoyed her work because it gets her out of the house and helps her to meet people.

The interviewer had the distinct impression that for women such as these, CWEP was the employer of last resort. As one of the women said, "Employers are kind of picky." Considering these women's age, limited work experience, and physical limitations, there are few competitive jobs that they could fill. CWEP was for them a "sheltered workshop" where they contributed what they could and felt good about doing so.

Summary

CWEP is helping some ADC recipients to obtain regular, unsubsidized employment. Clients who demonstrate good job performance in CWEP assignments are occasionally hired for regular jobs as openings become available. Unfortunately, the agencies that use CWEP workers are often on tight budgets and hiring opportunities do not become available very often.

Many agencies using CWEP workers report no-show rates of 50 percent or higher. The workers who report, however, usually perform satisfactorily. The workers who do report think it is fair that they should work in exchange for their financial assistance, but think there are many other recipients who should also be required to take part in JOBS.

Job Club

In 14 of the demonstration counties, all but Lake, Job Club consists of a combination of classroom instruction and guided, individual job search. The length of the classroom portion varies from one to four weeks for two to four hours per day. The job search portion varies from three to six weeks. Lake County does not have classes or a club in the usual sense. Instead, clients meet individually once a week with job placement specialists to develop and carry out a job search plan. The specialists identify the type of assistance the clients need and provide it on a one-to-one basis rather than in a classroom.

The topics covered in the classroom instruction are fairly standard in all 14 counties: individual interests and skills and how these relate to jobs, resume preparation, sources of job leads, completing job applications, and interviewing and follow-up techniques. Group interaction is considered important, not only as an instructional method, but to provide clients a chance to deal with their concerns and the frustrations they have experienced when seeking jobs. By sharing these in a group setting, the clients learn that other people have similar problems and the members encourage each other's efforts. Virtually every coach who was interviewed spoke of the improvement in attitude and self-esteem that clients undergo while participating.

There was not as much unanimity about the value of videotaping mock job application interviews. Job Clubs in 10 of the 15 demonstration counties do videotape interviews and have the members critique each other's performance. In a few counties, however, the coaches felt that videotaping caused too much anxiety and decreased the clients' confidence.

Impact on Existing System

Statewide, about one out of every five clients (18 percent) assigned to a component enters Job Club. The percentage varies widely across the 15 demonstration counties from

a low of 2 percent in Lawrence to a high of 65 percent in Franklin[2]. In 7 of the 15 counties, the JTPA administrative entity conducted Job Club for the JOBS program, but in one of these counties, Summit, the JTPA club received few referrals. The JOBS program in Summit referred most of its clients to the club run by its own staff and did not expect to renew the JTPA contract. Two counties that had previously contracted with JTPA for Job Club, Perry and Seneca, were no longer doing so when visited in 1990. Perry was operating its own club and Seneca was contracting directly with a community action agency rather than using that agency through a contract with JTPA. Cost savings were cited as the reason not to renew the JTPA contracts.

Most of the contracts with JTPA entities were on a performance basis with separate fees at enrollment, club completion, and job placement with 30 or 60 day retention. The total cost to JOBS for clients who met the placement criterion ranged from $350 to $550 per client. The lowest fee was a flat $100 per client charged the JOBS program in Brown County. In Champaign County the charge was $2,200 per class, regardless of the number of clients or their experiences in the club.

The Ohio Bureau of Employment Services (OBES) opened a Job Club in Franklin and Montgomery counties. These clubs were funded through a state-level contract between OBES and ODHS that incurred no direct cost to the county program. Montgomery County also had contracts with a junior college and with JTPA. The JOBS program in Franklin County also conducted its own Job Club. Richland County had a contract with an individual consultant to conduct its Job Club. This contract called for fees of $25.00 per hour of class time and $22.50 per hour of follow up and other mutually determined tasks. In addition to Franklin, Perry, and Summit already mentioned, the JOBS programs in Stark and Trumbull also ran their own Job Clubs.

No formal reports of placement from Job Clubs were examined, but in some counties tallies were prepared at the request of the visiting team. These tallies varied in their completeness with some reporting placement only for those who completed the club not for all originally enrolled. Placements calculated only for club completers average around 50 percent. Fragmentary evidence suggests, however, that in most counties only about half of those originally enrolled complete their club participation. This would yield a placement rate of 25 percent of those originally enrolled.

Reaction of Clients

Job Club members who were interviewed as part of the community visits all felt that they were benefiting from their participation. They mentioned their improved knowledge of how to find out about possible jobs, the assistance they had received on how to write a resume, complete application forms, and present themselves in interviews, and the support they received from the coaches. Several spoke of how the club improved their attitude

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[2]During the year of this report, Franklin was serving only ADC-U clients who generally have more job experience than ADC-R clients.

about their chances of finding the kind of job they wanted and not "any old job." A few who were interviewed toward the end of the club were disappointed that none of their contacts had led to interviews.

All the interviews conducted at the Job Club sites, of course, were with members who had not yet found jobs. One of the interviews conducted at an employment site yielded comments that supported the motivation qualities of Job Club. This client was a male who appeared to be in his mid-forties. He had been with his present employer for three weeks when interviewed, and he had been referred to this employer through his Job Club. He stated that when he lost his last job, "It took me down. I got discouraged and lost my will. I would not be at [company name] without that program."

Summary

Overall, about one out of every five clients assessed by JOBS is assigned to Job Club, but the percentage varies greatly across the 15 demonstration counties. Fourteen of the counties use a combination of classroom instruction, lasting from one to four weeks, and guided job search, lasting from three to six weeks. Lake County does not have classroom sessions. Clients meet individually with a job placement specialist to plan and carry out their job search strategy. The content covered in the classroom portion of Job Club is quite similar across counties. All of the coaches and many of the clients interviewed spoke of the motivational quality of the club.

For those clients who have the characteristics valued by employers--adequate education, good employment history, and suitable appearance and demeanor--Job Club is the most direct way for the JOBS program to assist clients obtain employment. JOBS staff try to identify and assign clients with these characteristics to Job Club. Nevertheless, what evidence exists on the completion and placement rate is not too encouraging. It appears that only about half of the clients initially enrolled complete their participation and only about half of those who complete their clubs obtain employment.

Employment--Subsidized and Unsubsidized

Entry of former ADC recipients into unsubsidized employment is the basic criterion by which the success of JOBS will be judged. Clients may be processed efficiently, obtain GEDs and work experience, and feel they were treated fairly by the program, but all of these intermediate measures of program performance will mean little if they do not lead to jobs that enable clients to leave public assistance. To obtain some initial evidence on the employment experiences of JOBS clients, interviews were conducted with employers, both subsidized and unsubsidized, in most of the 15 demonstration counties. If the former JOBS clients were available on the days the employer interviews were conducted, they were interviewed also.

Subsidized Employment

Statewide, few clients (1.2 percent) are assigned to the Subsidized Employment Program (SEP), but 8 of the 15 demonstration counties had at least one SEP assignment in the CRIS data. Information obtained in Franklin and Summit counties suggests that the CRIS data may under-report the actual number of SEP clients. In Franklin an interview was conducted with a state agency that had employed 11 JOBS clients under an SEP contract. This contract had led to regular, unsubsidized employment for 9 of the 11. One was dismissed because of poor attendance and job performance, and one could not be hired because a regular job opening did not become available. The CRIS data show only two SEP assignments in Franklin County for FY 1990. In Summit County an internal report showed 50 clients in SEP but CRIS has only 16 SEP assignments.

In three of the six counties where SEP employers were interviewed, the SEP clients had originally been CWEP assignments. The clients had proved to be good workers and the agencies had requested that SEP contracts be written to enable them to work more hours. These three clients were interviewed. Two of them had been hired as regular employees; the third was still under SEP contract. The two who had obtained regular jobs were very appreciative of the help they had received from the JOBS program. One had obtained his GED before being assigned to CWEP which led to SEP and his present job. Both of them were making about $7.00 per hour in janitorial jobs. The client still under contract was doing street and park maintenance for a small village in southern Ohio. He was uncertain if the village would be able to offer him regular employment when the contract ended.

The other three SEP contracts were not preceded by CWEP assignment. The contract in Franklin County has already been discussed. In Summit County the employer who was interviewed had hired as regular employees 10 clients who had originally been under SEP contracts. This employer operated several day care centers and had a real concern for the clients. The SEP subsidy helped her pay for training that she provided the clients. This training was approved by the National Association of Early Childhood Education and led to certification by that association. The client who was interviewed appreciated this training more than any other aspect of her work. She felt that the training had given her skills and knowledge that would always enable her to find employment.

The last SEP placement demonstrated the many factors that must be dealt with to enable recipients to leave public assistance. The client was working in a subsidized job as a receptionist/clerk and making $4.00 per hour. She had always wanted to work with animals and had found a job that enabled her to do so through Job Club. Unfortunately her employer's medical insurance covered only her, not her son. When asked what she would do for insurance for her son when she left ADC, she replied "I'll get it on my own." It would appear to be virtually impossible for her to pay for such coverage on the wages she was receiving.

SEP is not a popular component with JOBS administrators. Some fear that offering subsidies to employers will be perceived as competition by JTPA officials and make it more difficult to obtain JTPA's cooperation in other areas, such as skill training. Another

administrator said that JTPA is in a better position to arrange subsidized employment and his program refers clients who desire this type of assignment to JTPA. Other administrators complained about the bureaucratic difficulties of diverting the client's financial assistance to the employer. One county that had arranged a SEP contract had to pay the employer out of its own funds and--as of the date of the CDHS visit, several months after the contract ended--the county still had not been reimbursed by ODHS. Still others feel the restriction that SEP contracts shall only be written for new jobs is unduly restrictive and consequently they make little effort to develop such placements.

The difficulties that the administrators complained of were not apparent to the SEP employers who were interviewed. None of them mentioned any problems in working with the CDHS or in receiving their subsidies. Those that had continuing contact with the JOBS program were satisfied with their relationships. They said the staff understood the kinds of workers they were seeking and sent them good candidates. A few even commented that for a government program, JOBS has a minimum amount of red tape and was very easy to work with.

Unsubsidized Employment

The employers who hired former clients into regular jobs were not as consistently complimentary of the program as the subsidized employers. The experience of one demonstrates some of the difficulties of hiring individuals who have not had a history of regular employment. This employer has a cyclical demand for his product: in spring and summer there is heavy demand and he must increase his workforce. In fall and winter he must lay off those with least seniority. The starting wage is $6.50 with extra pay for night shift and special working conditions.

This employer had been visited by job developers from the county JOBS program. He agreed to interview some of the clients. The job developers informed members of the Job Club that the employer had some openings and asked for volunteers. Seven clients said they were interested and were scheduled for interviews. Five of the seven reported for their interviews, and two were offered jobs on the condition that they passed a physical examination. Both of them passed the physical and started work, but one stopped working at the end of the first week and never contacted the employer as to the reason. At the time the employer was interviewed, two weeks after the worker had stopped coming to work, he had not even come by to pick up his pay check for the week worked. The other client was still employed and very happy with his job.

An employer in another county has had similar experiences with clients she has hired from the Job Club. This was a low wage employer, paying just a little over the federal minimum wage. Her explanation for her high quit rate is that the clients just are not used to the discipline of coming to work every day. The supervisors who do the interviewing and hiring do not know which applicants are from the Job Club.

Another low wage employer in a different county has had much more positive experiences with JOBS clients. He frankly admitted that he had turned to the JOBS

program because he could not get the number of workers he needed "off the street," and he has been pleasantly surprised with the quality of worker the program has referred to him. In his judgment, the JOBS clients seem to appreciate having a job more than off-the-street hires and are more likely to stay with the company. He has hired 10 clients, every one the JOBS program referred to him.

Some counties nominated as unsubsidized employers CWEP sites that had hired former clients as regular employees. These employers were very satisfied with the former recipients because they had considerable opportunity to observe their performance before offering then regular employment.

Summary

SEP is not popular with JOBS administrators, and only 1 percent of clients enter this component. Administrators say the diversion of the client's grant to the employer is difficult to accomplish bureaucratically, and the restriction that contracts shall be written only for new jobs severely limits SEP potential. Some of the SEP employers who were interviewed had requested contracts for former CWEP clients who had performed well on their assignments. Employers had virtually no complaints about the performance of SEP workers or with its regulations and paperwork.

Unsubsidized employers have had mixed experiences hiring JOBS clients. Some employers complained about the short time the clients stayed with their companies. Others were pleasantly surprised with the clients' performance and apparent satisfaction with having a job. While not always the case, there is a tendency for the employers who are most satisfied with the performance of former JOBS clients to pay considerably above the federal minimum wage, usually around $6.50 to $7.00 per hour.

Given the manner in which the employers and clients who were interviewed were selected, it is not surprising that our findings tend to be postive. The JOBS program undoubtedly helps some clients find employment. Whether it does so at rates high enough to justify its costs awaits additional research from more representative samples.

CHAPTER 4

FINDINGS AND RECOMMENDATIONS

July 1989 through June 1990, the period covered by this report, was the first year of the JOBS program in the 15 demonstration counties. There had been similar programs in all of these counties the previous year, which were the subject of the first annual process report. The transition from the existing programs to JOBS did not cause significant changes in operational procedures. JOBS did, however, bring about major increases in staff workloads due to the requirements that all recipients with children ages one to five go through orientation and assessment and that all clients be tested. Few of these exempted recipients volunteered to participate in JOBS. Consequently, the work involved in scheduling, informing, and, if necessary, sanctioning these clients is not reflected in increased numbers of clients assigned to program components.

Overall, we found the JOBS programs in the demonstration counties to be functioning more smoothly in 1990 than they had been when we visited them a year earlier. All had established procedures for the basic functions of the program, such as scheduling clients, conducting orientation and assessment, assigning clients to components, and dealing with noncompliance. As has been noted in previous chapters and is discussed in greater detail in Part II, these procedures varied across counties, both in the actual way they were conducted and in their efficiency and apparent effectiveness.

In this chapter, we draw upon the variability across counties, as well as other information and impressions we obtained from our county visits, to reach some interim conclusions about the operation of the JOBS program and to offer recommendations for those parts that appear to us to be most in need of improvement. The different approaches to similar problems across counties suggested many of the recommendations that are presented in this chapter.

We use the word "interim" with regard to these findings because this is the second of three annual reports that will be followed by a report that will present our final findings on the three years of research. We are presenting what we know now, recognizing that the programs are continually evolving and that the aspects which we examine are only selected aspects of a larger entity.

This chapter is organized into separate sections on findings and recommendations. Within each of these sections, the contents follow the progression of a client through the program: initial notification, orientation, assessment, assignment to components, and experiences in the components.

Findings

Our field work gave us the opportunity to talk with the staff and clients of JOBS programs and with individuals in their communities who have had clients in their programs or who have supervised them in CWEP assignments and regular jobs. The clients we talked with cannot be considered a representative sample of all JOBS participants. Most of them have probably benefited from the program more than the average participant. There is an inherent selectivity in interviewing a client who has moved into a regular job after taking part in JOBS. These clients at present represent a small minority of all participants. Yet their success may point to what needs to be done if more clients are to realize the same benefits from participation.

Scheduling, Orientation, and Assessment

During our visits to the CDHSs in the 15 demonstration counties, we interviewed staff, observed the orientation and assessment procedures, and reviewed individual client records. We discuss the methods used to process clients into JOBS in the order in which they occur.

Bringing clients into the program. Interviews with JOBS staff and review of case records led to the following findings:

1. Processing clients into the JOBS program and assigning them to components is phased in over time, rather than occurring all at once.

2. The amount of time that elapses between intake or redetermination and referral to JOBS is longer in urban counties than in rural counties.

3. Approximately half of all mandatory clients report for orientation/assessment in response to initial notification and an additional 35 percent respond to additional notifications.

On the average, JOBS clients are referred to the work program 65 days after redetermination or approval for benefits by income maintenance. There is quicker referral in rural counties due to the use of internal forms, rather than the 6802 form, which is generated by ODHS and used by the urban counties. The longer time period appears to be related to the processing of CRIS forms at the county level.

An average of 51 days after referral, JOBS clients are sent a notice to attend orientation and assessment. The length of time between the mailing of a notification to appear and the date the client is to appear is sometimes as short as two days or as long as two weeks. This variation appears within counties as well as between counties. In general, however, 13 more days pass before the orientation/assessment visit occurs. If a second notice is required, it follows an average of 57 days after the first. After the assessment/orientation is conducted, an average of 35 days pass before the start of an initial work program activity. Thus, the average amount of time that elapses between intake or

redetermination and the beginning of the initial work program activity is 165 days (5.4 months) for clients who respond to the first notification to appear and 221 days (7.3 months) for clients who respond to additional notifications.

Although most mandatory clients are eventually enrolled, the high percentage that do not report for orientation/assessment in response to initial notification cause much extra work for JOBS staff. Good cause must be provided or the sanctioning procedure initiated. The threat of sanction causes most clients to report, but it increases the paperwork between JOBS and IM and adds a coercive tone to the program that may be damaging to its long-term goals.

Scheduling of clients. The low initial reporting rate also contributes to scheduling problems. The JOBS staff expect only about half of the clients they schedule to report and, therefore, schedule extra clients for each session. On those rare occasions when almost everyone reports, the assessment staff must rush through their interviews. There is little time for discussion of occupational goals or plans, and the interviewers concentrate on completing the necessary forms and having the clients sign them.

Even when the usual 50 percent of those scheduled report for orientation/ assessment, the following finding is warranted:

1. The scheduling practices being used in all counties but Stark result in clients waiting as long as four hours after the orientation for their assessment interview or in having to return to the CDHS on another day for the interview.

The scheduling difficulties are a result of attempting to achieve staffing efficiency, an economic necessity. Stark County, however, is using staggered interview times and a videotaped orientation presentation that permits the scheduling of fewer clients at a time for orientation, with the result that clients do not have to wait long periods for the assessment interview. Staff and clients both appeared to find the arrangement agreeable.

Orientation. Observation of the orientation sessions in the 15 counties led to these findings:

1. All but two of the demonstration counties conduct group orientation sessions that usually consist of a staff member reading printed information about JOBS that had been sent to the clients with the letters scheduling their orientation/assessment.

2. The manner in which most counties are conducting the orientation sessions is not one which encourages clients to want to participate.

As with any major change in their lives, clients were concerned about the impact JOBS would have on them. During orientation, JOBS staff had the tendency to use many acronyms and to cover the information quickly. Although questions were encouraged and staff responded to them in a positive manner, the amount and depth of information covered appeared to intimidate clients into not asking for clarification. In most counties, the

information had been mailed prior to orientation, but many clients appeared not to have read it. As discussed below, however, clients appeared more comfortable in the one-to-one assessment interviews and freer to ask questions.

The Rights and Responsibilities form was generally mailed to clients with the other orientation materials prior to assessment and was generally read to the clients during orientation. Because not all clients possess adequate reading skills for such a document, the reading and discussing of it is important.

Testing. Observation of the testing procedures in the 15 counties led to these findings:

1. Testing conditions vary widely across the 15 counties with regard to type of test, conditions of testing, and, for some tests, examiners' judgments as to the correctness of answers.

2. Testing does not have much influence on assignment to program components except for clients who score very low. These clients are likely to be referred to adult literacy programs.

Testing is now mandatory for JOBS. At the time of the CDHS visits, two counties were not yet testing but were scheduled to implement testing soon. Although testing was generally administered prior to the assessment interview, some counties were testing after assignment and some were testing only those clients who were referred to ABE. The majority of counties, however, arranged to have test results available prior to making the initial component assignment.

The conditions under which tests were administered varied from county to county. Some counties did not have adequate space available for the proper administration of a test; others did. Different tests were used by different counties (see chapter 2 for a more detailed discussion of the tests); however, all but one county were using generally recognized and accepted tests.

Because of the emphasis being placed on persuading clients who are without a high school diploma to study for the GED, testing does not appear to have much impact on assignment, except for those who score very low. Therefore, testing is being used more to determine the grade level in which the client would begin GED study, rather than as a diagnostic tool to help clients achieve the skills needed to obtain and maintain employment. Instead, the possession of a high school diploma is deemed to be a major deciding factor in determining if an individual should attend ABE to sharpen skills.

Assignment to components. Observation of assessment interviews and debriefing with staff and clients led to these findings:

1. Assessment staff differ in the degree to which they attempt to counsel clients or just complete the required forms. Interviewers have considerable discretion in deciding what components clients should enter.

2. Educational attainment, prior work experience, clients' preferences, and presence of barriers to employment (lack of transportation, health problems, family responsibilities, substance abuse) were the major considerations in deciding on program assignments.

Summit County is the only county that has prepared formal guidelines for determining component assignment. In the other counties, assessment interviewers do not have formal guidelines and, consequently, have considerable discretion in assignment of clients. Most interviewers, however, reported that the same factors as having the major influence on their decisions, and the observations confirmed that these factors appeared to be most important.

The majority of staff in all the 15 counties treated clients with courtesy, friendliness, and respect. Interactions were pleasant and, for the most part, relaxed. Interactions were at their best in the one-to-one assessment interviews and staff made efforts to work with clients rather than to process them through the system. However, the term "working off your grant" is still being used by some CDHS staff in some counties. This appeared to be a holdover from the old work relief program that, in time, will disappear. A patronizing attitude was observed in a few counties, indicated by such phrases as "We can give you back your dignity," which was used during one Job Club presentation. But, on the whole, staff worked to incorporate clients' wishes and interests as much as possible in making component assignments.

Program Components

During the period July 1989 through June 1990, the CRIS data indicate that 21,934 assignments were made to JOBS components. The distribution was as follows:

	Percent
o Education and Training	49
o Community Work Experience Program	31
o Job Club	18
o Subsidized Employment Program	1

We discuss the components in the order they are listed above. First we list our interim findings, then we present our thoughts on the implications of these findings for program operation and effectiveness.

Education and training. Our site visits and analysis of the CRIS data led to the following:

1. The JOBS priority on education and training has been accepted by program staff.

2. Clients who have not graduated from high school or obtained a GED will be assigned to E&T unless they strongly object to this component.

3. Almost all clients in E&T are attending Adult Basic Education (ABE) or GED classes; very few are enrolled in skill training or postsecondary programs.

4. Those conducting ABE classes believe that clients whose tested levels in reading and mathematics are below the eighth grade equivalent will have a difficult time obtaining the GED.

5. The clients most likely to benefit from GED classes are women who dropped out of high school when they became pregnant, not because of academic difficulties. Many of these women are capable of earning the GED and are motivated to use it to obtain access to additional training or employment.

6. JOBS referrals to ABE/GED classes place a greatly increased burden on the adult education facilities in their counties.

The large increase in the number of clients assigned to E&T and our interviews with the JOBS staff are the basis for the first conclusion. While we recognize that an emphasis on E&T is inherent in the Family Support Act, we question whether ABE will be of much help for clients whose reading level is in the fourth to seventh grade range. We doubt if many clients in this range will ever get their GED, which is the credential that opens the door to better jobs. We can see ABE as useful to the individual who is functionally illiterate, reading below the fourth grade level, and we can see the individual who can read at the eighth grade level or above as a likely candidate to obtain a GED. Those in the middle range, unless they are extremely motivated, may well put in a lot of effort for very little return.

Typically, ABE/GED classes meet for only a few hours a day, two or three days per week. Some counties require clients assigned to these classes to make up any required hours not spent in class in CWEP assignments. In counties that do not have this CWEP requirement, E&T, and even Job Club, appear for some clients to be "least effort" choices, selected not because of the opportunities they provide, but because they are the easiest way to satisfy JOBS requirements.

Community Work Experience Program. Our community visits led to the following conclusions about CWEP:

1. CWEP assignments lead to unsubsidized, regular employment for some clients. These jobs tend to pay better than the jobs obtained through Job Club.

2. For many clients, CWEP is seen as a legitimate requirement in exchange for their cash assistance. For such clients, working at their assignment reduces the stigma of receiving public assistance.

3. Many clients never report to their CWEP assignments. No-show rates of 50 percent or higher are common in jobs requiring janitorial, recycling, litter control and similar work. Sites that screen and interview clients prior to assignment have much better experience.

4. Clients who report to their CWEP assignments generally perform their work in a satisfactory manner.

A recurring theme in interviews with JOBS staff, service providers from other agencies, and CWEP supervisors is that the clients sort themselves into two basic groups: those who want to change their lives, i.e. get off welfare, and those who do not. Those who want a change respond to the opportunities that JOBS makes available and are grateful for them. Those who have accepted public assistance tend to resist, actively or passively, any action that may cause change.

To these two broad categories, we add a third. Many of the individuals assigned to CWEP have personal problems or such minimal skills that it would be very difficult for them to find employment in the regular labor market. For them, CWEP is an employer of last resort, and they appreciate their CWEP assignments. They certainly do not see their work as "slave labor." Instead, they view it as a very reasonable quid pro quo that makes receiving their monthly check less demeaning. To them, their CWEP assignments are their jobs and they refer to themselves as "working for the welfare office."

In our judgment, CWEP has more potential than is being realized. The work experience and exposure to employer expectations can be very beneficial to many clients. The experience they receive and the chance to demonstrate their performance as a worker can be more beneficial for adults with poor academic skills than ABE. During our interviews in the 15 counties, we heard several reports of individuals on CWEP assignment who demonstrated good work habits that led to their being hired into well-paying jobs. The work assignment gave many of them a chance they would not have received without CWEP.

As in every other employment setting, the work sites that are most selective have the best experience. Settings such as day care centers and hospitals that screen their CWEP assignments, sometimes including medical examinations and police record checks as well as personal interviews, report generally favorable experience. Those sites that take all who are assigned have many more problems: many never report, and some of those who report are reluctant workers.

CWEP will never be a direct route into employment for large numbers of clients. The agencies that enter into CWEP contracts typically have tight budgets or they would not be seeking CWEP clients. Nevertheless, even these agencies occasionally have openings, and our interviews suggest that clients who demonstrate good work habits are often hired for these openings.

Job Club. Our interviews with Job Club staff and participants and our review of some informal reports that Job Club staff prepared for us led to these findings:

1. Job Club is the most direct route into employment for JOBS clients. About half of the clients assigned to Job Club complete their participation, and about half of those who complete obtain employment.

2. Job Club participation provides motivation and encouragement to club members.

3. Clients who have a high school diploma or GED and recent job experience will be assigned to Job Club unless they express a strong preference for another assignment.

4. It is difficult for Job Club members to find jobs whose total compensation (take home pay and benefits) is equal to their ADC assistance and medical coverage.

A recurrent theme in interviews with Job Club coaches, supervisors, and club members, themselves, was the motivational quality of the club. Coaches refer to clients at the beginning of a club as "being in a rut," "discouraged," "given up on themselves." The group interaction and encouragement in the club appears to counteract many of these negative self-perceptions. The clients realize that many others have the same problems they have and that there are ways of dealing with these problems.

Group motivation and newly acquired job-seeking skills, unfortunately, often cannot overcome the realities of the labor market. Many of the clients assigned to Job Club had been engaged in a continuing job search long before they were notified they must take part in JOBS. Most of them reported they learned more effective ways of identifying potential jobs and presenting themselves in resumes, applications, and interviews. Even with their improved job-seeking skills, however, most still lacked the specialized occupational skills that lead to better-paying jobs.

Information on starting wages of Job Club members was not available in most counties, and it was incomplete where it was available. From what was examined, however, it appears that most of the jobs pay in the $4.00 to $5.00 per hour range. When taxes are deducted, these jobs often yield less income than ADC assistance, and they almost never have medical insurance comparable to that available to recipients.

Some clients were interviewed who could have taken jobs and left welfare but were deterred by the loss of medical insurance. One man had a wife with a chronic heart condition that required expensive medication. He had a job offer, but the employers's insurance would not cover pre-existing conditions. A woman who was working in a SEP job paying $4.00 per hour had medical insurance from her employer for herself but not for her son. She said that when she left ADC she planned to obtain insurance for her son on her own. It would be virtually impossible for her to pay for such insurance on her wage. JOBS staff reported that the individuals we encountered were representative of many more facing similar problems. Even with medical benefits extended for one year, the fear of eventually losing such coverage is considered by JOBS staff as one of the biggest barriers to leaving ADC.

Subsidized Employment Program. Only 1 percent of JOBS clients are assigned to SEP, and interviews were conducted with SEP sites in only six counties. Based on this limited, and probably biased, sample, the following findings seem warranted:

1. JOBS administrators feel the problems associated with SEP placements outweigh the benefits and, consequently, they put little effort into this component.

2. SEP contracts with the appropriate types of employers can lead to better jobs than clients are likely to obtain through Job Club or on their own.

At three of the six SEP sites we visited, the contracts had led to permanent employment in some of the highest paying jobs we encountered in our community visits. These contracts were all for janitorial or clerical jobs with public agencies, and all paid around $7.00 per hour and provided good insurance and retirement benefits. One of the sites, a private day care company, did not pay as well but provided extensive training leading to certification by a professional association.

These contracts demonstrate that SEP can be a useful tool if the right kind of employers are identified. The difficulties of finding such employers, however, coupled with the restriction that the contract only be for new jobs, the concern that such contracts will be seen by JTPA officials as competing for employers, and the administrative difficulties of diverting recipients' grants, cause most JOBS programs to give SEP little attention.

Employment

Unsubsidized, permanent employment is the goal toward which all processes and components of JOBS are directed. It is with regard to employment, however, that our findings must be most tentative. The process analysis was not intended to determine the effects on clients or employer if that employment resulted from participation in JOBS. The employer interviews were conducted to obtain their perspective on how the program was being implemented.

As was noted in Chapter 3, the manner in which the employers and employed clients were contacted was likely to yield information positive to JOBS. The employers who were interviewed were nominated by the JOBS administrators in the counties. The former clients who were interviewed had been hired by these employers and were working and available at the time the employer interviews were conducted. With these cautions in mind, we offer these tentative findings:

1. Employers are generally satisfied with the job performance of clients who have gone through the JOBS program. Employers who hired clients who had worked for them while on CWEP assignment tend to be most satisfied. Employers who hired clients who had found their jobs through Job Club tend to be least satisfied.

2. Employers find the JOBS program easy to work with. The staff are responsive to their requests and there is a minimum of red tape.

Recommendations

The second year of the process analysis reinforced the recommendations presented in the first annual report. It should be noted that when we conducted our second round of visits to the CDHS, our first report was still being reviewed internally at ODHS and the JOBS staff in the counties had not even been informed of these recommendations, much less had a chance to try to implement them. Our major recommendation, therefore, is that the recommendations presented in the first report be given careful consideration to determine their potential utility and feasibility. Those that appear to be of potential help should be tested.

The following recommendations are, in many cases, an elaboration on those presented last year. We use the same categories for presenting these recommendations:

- Suggestions Concerning Local Management
- Suggestions Concerning Program Components
- Suggestions for ODHS Administration

Suggestions Concerning Local Management

Clients within the same county receive varying amounts of lead time to appear for orientation and assessment. For some, the length of time between when the notification to appear is sent and the date the client is to appear is only a few days; for others, the length of time is as long as two weeks. It is difficult, with the information currently collected, to determine the impact on individual client response to a first notice. If more than one notice must be sent, however, or if sanction procedures are initiated, more JOBS staff time is taken than if the client appears in response to the first notice. Therefore, realistic time frames should be used. This leads to the following recommendation:

Recommendation 1: A minimum of at least one week should be allotted between the mailing of a notification to appear and the date on which the client is requested to appear.

We are also concerned with the amount of time some clients must wait after orientation for their assessment interview and the fact that, in some counties, clients must return on another day to complete the orientation and assessment process. We believe that this is not a matter of simple inconvenience, but, at least for some, of hardship.

To ensure a quality orientation, the clarity of communication, and the elimination of undue difficulties for the client, therefore, we make the following recommendation:

Recommendation 2: Each county should consider the Stark County model for conducting orientation and assessment which uses staggered appointment times and a videotape to present basic information about the program.

It appeared during our CDHS visits that testing was being conducted more to comply with regulations than to be used as a factor in determining appropriate assignment. Therefore, with regard to testing, we make the following recommendations:

Recommendation 3: Counties should administer tests and have test results available prior to component assignment. This necessitates a test that is simple to score. This may also necessitate testing prior to or as part of orientation.

Recommendation 4: The individuals who administer the tests should be trained in proper procedures including the importance of precise timing, the reading of standard instructions, and, for group tests, the spacing of clients.

Within a county, as well as between counties, assessment interviewers make decisions regarding component assignments as they see fit. The characteristics and circumstances of individual clients make this necessary, to a degree. However, some guidelines are needed. For example, the importance of a client obtaining a GED if he/she does not possess a high school diploma should be consistent within, if not between, counties. Guidelines would also be helpful in setting the general "tone" for assessors as well as any other staff who come into contact with JOBS participants. For example, most counties are carefully avoiding the terminology "working off your grant" as well as language that appears patronizing. Please note that we differentiate between guidelines and regulations. Therefore, we make the following recommendations:

Recommendation 5: Each county should develop guidelines for assessment that are in agreement with ODHS policies and priorities. These guidelines should reflect the county's policies and provide a framework to which the assessors can refer when interacting with clients.

Recommendation 6: Language that can be construed as patronizing or punitive by clients should be identified and JOBS staff instructed to avoid such words and phrases.

Suggestions for Program Components

Our observations suggest that CWEP can lead to employment for some clients who demonstrate good work habits. The training component of the program could be upgraded by offering a short pre-assignment class for clients on how to dress, personal hygiene, and

the importance of attendance, punctuality, and getting along with co-workers and supervisors.

There also should be more attempt to work with the agencies to which CWEP clients are assigned. These agencies should recognize that the program has objectives beyond providing unpaid workers. The individuals who supervise the CWEP clients should be aware of the importance of providing a realistic work environment.

To increase the employability of CWEP clients and decrease the frustration that many CWEP sites experience with these clients, we have three recommendations:

Recommendation 7: Conduct a one-day workshop for all clients newly assigned to CWEP. Stress the importance of attendance, punctuality, and other good work habits. Sanction clients who do not report for this workshop nor show good cause. Do not permit clients to report to their assignments without attending the workshop.

Recommendation 8: Stress to CWEP supervisors the importance of treating clients as much like regular employees as possible with the same expectations for attendance and performance. When possible, have site supervisors interview clients before accepting them for assignment.

Recommendation 9: Carefully monitor CWEP attendance and consistently sanction those who do not report or perform satisfactorily.

We feel this last recommendation will have three positive effects. First, it will send a message that CWEP responsibilities are serious and must be fulfilled, which should lead to higher rates of attendance and better performance. Second, it will be reassuring to those who are fulfilling their responsibilities. It will show these good CWEP workers that there are consequences of noncompliance, and they are not foolish for working while others are avoiding assignment. Third, it will reassure agency sites that JOBS staff are putting forth a good-faith effort to provide quality workers.

Almost all of the agencies involved with JOBS--external Job Club and education and training providers, as well as CWEP sites--report that if they can get the clients to come a few times, some commitment is created and clients begin to feel positive about themselves and their assignments. Special emphasis should be placed on ensuring that clients do report to their assignments. Probably the best way to do this is prompt and consistent sanctioning of those who do not report.

Most Job Clubs follow the same general pattern: a period of classroom instruction in the basics of identifying job leads, completing job applications, preparing resumes, presenting oneself in interviews and following up on the interviews, and then a period of self-directed job search. The major difference that was observed is whether or not mock job application interviews are videotaped and critiqued. Those who use this technique

think it is helpful, and that clients, after some initial anxiety, enjoy seeing themselves on tape. Those who do not use videotaping think it would be too upsetting to the clients and tend to make them too concerned about how they present themselves in an interview. The reports we received, however, indicate that videotaping is not as anxiety producing as those who do not do it seem to think. Most clients enjoy seeing themselves on videotape and benefit from the critique of their performance.

Recommendation 10: Job Clubs should videotape mock job application interviews and have participants critique these interviews.

Suggestions for ODHS Administration

The turnaround time required to issue the form 6802 is lengthy for those counties that use it to identify the JOBS participants. This has resulted in backlogs for some counties. Therefore, we recommend the following:

Recommendation 11: Examine the procedures used to generate the CRIS JOBS-related forms to determine if the time between IM coding the recipient as a JOBS participant and the issuance of the form can be shortened.

The quality of presentation of information to clients during the orientation sessions varies, but is generally perfunctory and sometimes unclear. We recognize that it is difficult for JOBS staff to maintain a high level of motivation and enthusiasm when performing the same task repeatedly. We also recognize that the orientation is important not only for the information that is shared, such as that on Rights and Responsibilities, but also for the attitude that clients perceive the JOBS staff to possess. To present the necessary information in a more uniform and motivating manner, we recommend the following:

Recommendation 12: Contract for a professionally developed orientation videotape of approximately 20 minutes length. This videotape should present basic information about JOBS and the clients' rights and responsibilities in a positive, motivating manner that stresses the opportunities the program provides to clients.

In our findings about education and training presented above, we expressed doubts that clients who perform below the eighth-grade equivalent level on standardized tests will realize any employment benefits from participating in ABE or GED classes. These doubts lead to the following recommendation:

Recommendation 13: Use grade equivalent scores in reading and mathematics to assess the effects of participating in E&T for clients who enter these classes at different skill levels.

Even though different tests are administered across counties, the raw scores are all converted to a scale that measures the average performance of students at different school grades. These grade equivalency scores could provide a standard measure across counties. If our impressions are correct, future analyses will find that few clients who score below the eighth grade equivalent will obtain GEDs. This is the certificate that yields access to many employment and additional training opportunities. If it is not obtained, we suspect that clients will realize few employment benefits from the time they spend in GED classes.

The research presented in this report has documented that the JOBS program is providing clients opportunities to obtain additional education and training and access to employment. The crucial question--whether the clients who receive these services benefit from them in terms of reduced welfare dependency at significantly higher rates than clients who are not receiving the services--will be answered by the impact analysis. The process analysis attempts to determine if the JOBS program is being operated as it was planned and to provide suggestions for improvement in its operations. That, we hope, was done in this report.

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PART II

INDIVIDUAL COUNTY SUMMARIES

INTRODUCTION

This part of the report presents summary descriptions of the implementation of the JOBS program in the 15 demonstration counties. The format of the summaries is the same for each of the counties. Each summary begins with a brief description of the major characteristics of the county, including its estimated population in 1988, the latest year for which estimates are available, its ADC caseload in June 1990, its ADC rate per 1,000 population, and its unemployment rate in 1989. The summary describes the structure of the JOBS program, the orientation and assessment procedures used in the county, and the factors that are considered when assigning clients to components. These descriptions are based on interviews with program staff and observations of orientation sessions and assessment interviews.

The summary then discusses each of the major components of the JOBS program in the county. This information was obtained from interviews with representatives of community agencies or employers cooperating with the JOBS program and from clients assigned to these agencies or hired by the employers. Comparisons are made between estimates made by the program administrator of the percentage of clients assigned to each component and information obtained from the CRIS system.

The summary also includes a brief discussion of the effects of the change from Transitions to Independence, the preceding work program, to JOBS. This change occurred in July 1989 (the initial month of fiscal year 1990), which is the time period covered in this report. The concluding section lists any major problems or suggestions for improvement in the JOBS program that were mentioned by the JOBS staff or others contacted in the county.

BROWN COUNTY[1]

Brown County is located in southwestern Ohio. Its western boundary is about 25 miles east of downtown Cincinnati, and its southern boundary is the Ohio River. Despite its proximity to Cincinnati, it is not included as part of the primary metropolitan statistical area defined by the federal government. This exclusion indicates a low level of commuting and other economic ties between Brown and the more urbanized counties it borders on its west.

The largest town and county seat, Georgetown, has a population of only about 3,500. The total county population was estimated to be 35,800 in 1988. In June 1990, there were 656 ADC cases in the county, or 18.3 per 1000 population, which ranked it eighth among the 15 demonstration counties. Of all ADC cases, 13.1 percent are ADC-U.

The main private sector employers in the county are manufacturers: Cincinnati Milacron, U.S. Shoe, Mac Tool, and Trinity Freightcar. The last two have been laying off workers in the past year, but the unemployment rate for the county in 1989 was only about one percentage point higher than the rate for the whole state.

The work program, which is referred to as JOBS, is organized as a separate unit in the CDHS. The county director also serves as administrator of the work program. There are three full-time and one part-time staff members in addition to the administrator. Two of the full-time staff are assessment interviewers and the third processes forms and maintains the records. The part-time staff member assists with paperwork, primarily the Background Information Forms collected for the evaluation, and with assessment of exempt clients.

Assessment/Assignment

When ADC applicants are interviewed to determine their eligibility, they are informed by the IM worker that they may have to participate in JOBS. They sign a county form that indicates they understand their responsibility to appear for an assessment interview. All clients considered eligible for JOBS are referred directly to the work program.

The work program sends a notification letter to all referrals specifying the date and time they must report for assessment. Enclosed with the letter are a six page personal history questionnaire and other forms that clients are asked to complete prior to their scheduled assessment.

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[1]CDHS visit: January 31, 1990; community visit: June 20, 1990.

Assessment is conducted in two parts--a group orientation and testing session on the first day followed by individual interviews on a different day. The group session that was observed lasted approximately four hours with two short breaks. Forty clients had been scheduled and 17 attended. GA and ADC clients attended the same session. The first 15 minutes consisted of a general explanation of JOBS and the assessment process. The Locator form of the Test of Adult Basic Education (TABE) was then administered. This was collected for scoring and the clients' rights and responsibilities were reviewed. Following a 10 minute break, a 19 page handbook was distributed. This handbook describes the JOBS components and the administrative procedures of the program, including sanctioning and grievance. The information of most importance to the clients was reviewed for the next 20 minutes. A JTPA representative then talked to the group about the services his agency could provide and about some of the jobs to which he could refer JTPA participants. This took 25 minutes and was followed by another break. During the break, several of the clients talked with the JTPA representative about their own needs and problems. The final step of the group session was the administration of the second stage of the TABE.

Three individual assessment interviews were observed on the day of the visit. Two were original interviews and one was a reassessment due to decline in the number of hours the client was working. The two original interviews were with males, one an ADC-U and the other a GA recipient, who were both high school dropouts in their late twenties who tested poorly in reading and mathematics. The assessment interviewer recommended General Educational Development (GED) classes for both. One was quite receptive, but the other resisted on the basis that he had never done well in school. The receptive client was also assigned to CWEP for 12 hours. The resistant client was assigned to Job Club in addition to GED classes. Both of these interviews took about 30 minutes.

The reassessment interview was with an employed client who had obtained her current job through Job Club. She was currently only receiving food stamps, but her hours of work had recently been reduced and she came to the CDHS to have her food stamp allowance adjusted. Her IM caseworker had notified the JOBS program that she was coming in and a reassessment interview was scheduled. The interviewer encouraged her to resume the GED classes she had stopped attending when she was switched to second shift on her job. With the reduction in hours she would be able to start attending again. She agreed with this suggestion, but expressed concern about the 200 word essay she would have to write as part of the GED test. She said she wanted to obtain the GED diploma to set an example for her boys--if Mom finished high school they should too.

Both of the assessment interviewers said that the most important consideration in making a program assignment is the educational level of the clients. Clients who lack a high school diploma are encouraged to attend GED classes. Clients who are "dead set against" education and have had little prior employment are assigned to CWEP. Clients with prior work experience are sent to Job Club. One of the assessment interviewers had developed a few subsidized employment placements by contacting employers directly. The other had never made an SEP assignment, because he thought JTPA was much more capable in this area. He referred all clients interested in such a placement to JTPA.

Program Components

The work program administrator estimated that about 45 percent of ADC clients are assigned to CWEP, about 30 percent to education and training, 20 percent to Job Club, and less than 5 percent to SEP. The CRIS data were fairly close

to these estimates. CRIS indicated that 351 clients had been assigned to components during FY 1990. The distribution was education and training 40 percent, CWEP 33 percent, Job Club 26 percent and SEP less than 1 percent. Appendix table A.4 shows the monthly caseload by component in Brown County for FY 1990.

Brown County has a limited tax base and public employers are eager to receive CWEP assignments. The CDHS has 26 contracts with villages, schools, and other agencies including a recycling center that transports clients who do not have their own transportation. The program administrator thinks that a good performance record on a CWEP assignment often can open more doors to regular employment opportunities than obtaining a GED.

Interviews that were conducted at the recycling center and a local school supported the administrator's observation. The director of the recycling center and the superintendent of schools reported they had hired former CWEP clients. In both cases, it was clients who demonstrated superior work performance who were offered regular jobs when openings became available. The employer who was interviewed had also hired a former recipient on the basis of a referral based on CWEP performance. This employer stated that she probably would not have hired this client without the positive referral.

The three clients who had been hired were also interviewed. They were very positive about their experiences in the JOBS program and credited it with leading to their jobs.

Because the recycling center provides transportation for CWEP clients, it is often the assignment of last resort for those who cannot travel to other assignments. Perhaps as a result of this, and of its reputation as a place where one has to work, the center has a high no-show rate. The recycling director estimated 50 percent of those assigned by the CDHS do not report initially, and 25 percent never report. If they attend for a month, however, they usually become reliable workers.

Education and training programs consist primarily of ABE/GED classes. These are offered by the Southern Hill Joint Vocational School (JVS) and the two-year college in the county. Clients who wish occupational skill training are referred to JTPA.

The director of adult education at the JVS was interviewed. During the 1989-90 school year, he had enrolled 240 clients, both ADC and GA, referred by the CDHS. Some of these clients have already completed their GED. Most clients respond well to the classes, but there are some who do not apply themselves and attend only to continue receiving assistance. Out of the 240 clients, he has had to ask only three to leave because they would not work and were disruptive to the class. Of these three, one returned and

has done well. The director said his relations with the CDHS were excellent, including financial support to offer ABE/GED classes during the summer.

The Job Club is conducted for the JOBS program by the JTPA administrative entity, Adams-Brown Community Action, under a performance based contract that charges a maximum of $100, $25 at enrollment, $50 if a client completes the program, and $25 if a client obtains a job and retains it for 30 days. The clubs are conducted only for JOBS participants and are scheduled every other month. Classroom sessions run for three weeks for three hours a day. They cover topics such as job applications, interviewing, resumes, and identifying job leads. After the classes, the clients are required to conduct their own job search. Once a week they must report their efforts including the number of leads generated and employer contacts made.

Reports of four Job Clubs conducted between July 1989 and April 1990 indicated 69 clients had been referred and 57 (83 percent) had actually enrolled. Of those who had enrolled, 47 (82 percent) had completed the club. Of those who had completed the club, 22 (47 percent) had obtained jobs. The personnel specialist responsible for the Job Club thought that many of the clients who were referred were not really job ready. These clients were unclear as to their occupational preferences, had little prior work experience, and often lacked transportation.

Transition to JOBS

The major change caused by the transition from Fair Work to JOBS was in the amount of time spent in assessment. Prior to JOBS, Brown County had only used the Locator form of the TABE. Now the separate tests for different achievement levels are also administered, and this has added about two hours to each group session. The requirement to assess ADC-R clients with children one to five years of age increased the number who attend the group sessions and increased the paperwork involved in notifying these clients and following up with those who do not attend their scheduled sessions.

The coding changes for ODHS forms that accompanied the change to JOBS has also caused problem. The general perception of the IM staff is that the work program causes considerable more work for them, and the changes in coding, which they have difficulty understanding, reinforces this perception.

Problems/Suggestions

Data processing was cited by the work program administrator, who is also the county director, as the single worst "nightmare" he has to deal with. The county cannot afford to hire its own computer expertise so, like its neighboring county, Clermont, it contracts for computer processing through Hamilton County. This has not been a satisfactory arrangement. Brown is not getting the service it needs to enter and retrieve data from CRIS. The director hopes that when CRIS-E is operational, data problems will be minimized.

CDHS staff, both in IM and JOBS, reported their manuals are contradictory in places, and reported that it is hard to get any resolution when differences of interpretation arise. JOBS staff complained further that their manual has no organizing framework and, thus, it is very difficult to find information when it is needed. Recommendations for training to coordinate IM and JOBS were made by some of those interviewed.

The director/program administrator feels his county receives insufficient funds to cover all of the tasks/procedures prescribed by the state. Another financial problem involves the county's SEP contracts. The county has paid the employers the amount of the clients' grants out of general funds, but has not been reimbursed by the state.

A recurring recommendation in Brown County is to strengthen sanctions. The current procedure is seen as causing a lot of paperwork, but having very little impact on the clients. After receiving the first notification of intention to sanction (ODHS 4065), all the client must do is sign an agreement to participate and the action is voided. Even reducing the amount of the grant for a parent who refuses to cooperate was seen as having minimal effect. The parent continues to receive the children's grant and retains his or her medical card.

CHAMPAIGN COUNTY[2]

Champaign is a rural county in the central western part of the state (due west of Columbus) with a population estimated in 1988 to be 35,400. In June 1990, Champaign had 388 ADC cases for a rate of 11.0 cases per 1,000 population, ranking thirteenth among the demonstration counties. The percentage of ADC-U cases was 11.6. The county's main economic base is agriculture, although it has employers in the electrical equipment, chemicals, paper, rubber and plastic, and fabricated metals sectors. A large number of individuals hold jobs in Springfield, the major city in an adjacent county. A few work at the Honda plant in Union County (also an adjacent county). The unemployment rate in 1989 was 5.8 percent, slightly above the state average.

The JOBS staff consists of the program administrator, a student intern who was planning to graduate in March and perhaps become a permanent staff member, and a clerical assistant. The program is situated in the Ongoing Income Maintenance Unit and the administrator reports to that unit's supervisor. The CDHS director maintains an interest in, and an awareness of, the progress and status of the work program.

Assessment/Assignment

Clients' first direct contact with the JOBS program is the letter sent by the program staff, scheduling the assessment/assignment appointments. The sanction procedure is initiated for clients who do not appear for orientation/assessment and do not call to reschedule or give good cause within 7 days. The process of notification and sanctioning have resulted in case closings for approximately 10 percent of the ADC caseload. In general, the main reasons cases are closed prior to assessment are (1) no response, (2) applicants move out of the county, and (3) applicants find employment.

The assessment/assignment process spans three days. On the first day, clients are given an orientation to work programs and JTPA, Rights and Responsibilities are explained, and treatment clients complete a BIF. Testing is conducted during the morning of the second day, and tests are scored during the afternoon. The third day is used for individual advisement. Both the work program administrator and the JTPA liaison review the background information and test scores. When the client comes in to the work program administrator's office for individual advisement and assignment, the JTPA liaison sits in and participates.

It appears that a determination is made by the JOBS administrator and the JTPA liaison as to the most appropriate course of action to take on the employability plans prior to discussing them with the clients. Explanations are given to the client as to the rationale for the suggested employability plan and discussions ensue. However, the plans initially

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[2]CDHS visit: January 23, 1990; community interviews: May 15, 1990

developed by the JOBS administrator and JTPA liaison usually are the ones retained. They, indeed, seemed like reasonable suggestions. For example, clients without a high school diploma are generally referred to a GED program, unless their test scores indicate a need for adult basic education or a Laubach literacy program; clients who have no work history or whose work experience was long ago are likely to be assigned to CWEP. The clients observed did appear to be in agreement with the employability plans presented.

The relationship between JOBS and JTPA in Champaign County is very close. JTPA is the sole provider of SEP and Job Club (on a performance-based contract) and is one of three providers for education and training programs. Of all job-ready clients, the program administrator estimated about 10 percent are assigned to Job Club, 50 percent to education and training, and 40 percent to CWEP. The CRIS data showed more assignments to Job Club, 24 percent, and less to education and training, 39 percent, and CWEP, 35 percent. The CRIS data for all of FY 1990 indicated 78 clients had been assigned to components. Appendix table A.6 shows the monthly caseload in Champaign County.

About 10 percent of the assessed ADC clients are judged to be not job ready. Approximately 50 percent of these clients are referred to the Bureau of Vocational Rehabilitation or elsewhere for a followup on a medical problem. The remaining 50 percent have either transportation or day care barriers.

Program Components

Job Club is contracted to the JTPA Tecumseh Consortium. A new Job Club begins every other month and 6-13 individuals are initially enrolled. The cost to JOBS is $2,200 per 8-week class, regardless of the number of ADC recipients enrolled. An additional incentive fee is paid if a recipient is placed within 90 days of the last class. Between September and the middle of May, when the interview took place, 31 recipients completed the Job Club; 50 percent of these were placed in jobs.

Recipients spend two weeks in the classroom from 12:00 noon to 4:00 p.m., learning to write resumes, fill out applications, participating in mock job interviews and being videotaped, and undertaking other activities one would expect in a Job Club. Six weeks of active job search follow the classroom instruction, during which time club members are expected to make 15 employer contacts per week. Newspapers and a telephone are available for those who have no telephones or who can not afford the expense of long-distance telephone calls. JTPA will also supply copies of resumes, envelopes, and pay the postage for job-search related mail. The videotape equipment is available only during the first two weeks of classroom instruction.

The provider indicated that they had experienced no behavioral problems and very few attendance or tardiness problems. Recipients are reported to be generally happy to be participating in JOBS, including Job Club. One suggestion that was made, however, was that all ADC recipients participating in JOBS go through a two-week motivational program before being assigned to Job Club or any other component. The Job Club instructor believes that this type of intervention is necessary for recipients to succeed.

The Job Club participant who was interviewed was assessed 6 weeks after her redetermination. She wanted to enroll in a home health aide program but was unable to do so because of insufficient enrollment. Instead, she participated in Job Club, which she credits with improving her self-concept, attitude, and appearance and with providing her with job-seeking skills.

The GED/ABE program, which was formerly offered by both the joint vocational school and JTPA, is now provided solely through JTPA. Classes are held in the JTPA building, which we judged to be overcrowded, rather than in a school facility. Because conditions are overcrowded, recipients must be quieter than is necessary for normal instruction. Nevertheless, the collective noise level can make it difficult for JTPA workers to perform their duties.

One could question whether or not a GED/ABE program could best be offered through existing educational agencies, rather than duplicating this function at the JTPA agency. Duplicative or not, JTPA seemed to be having positive results. Of those who obtain a GED, about half obtain jobs and the other have enrolled for further education. We wondered about individuals, however, who are not capable of obtaining a GED, yet still could be prepared for employment. Forcing these individuals to work toward attainment of a GED may be discouraging to them. Perhaps a better solution would be to help such students go as far as possible in the GED program and then place them in a training program.

The CWEP supervisor visited was well pleased with the recipients sent to his agency. The recipients perform a variety of tasks that require a considerable amount of on-the-job training. No attendance, tardiness, or behavioral problems were reported. The general attitude the recipients interviewed held toward participating at this CWEP site was positive; they seemed to enjoy the work as well as enjoying working. The communication between the CWEP site and the JOBS program appeared regular and positive.

The unsubsidized employer who was interviewed has hired one recipient as a permanent, part-time employee. The employee is well-thought of and requires only infrequent supervision. Currently, he is earning $3.85 an hour but receives a 4-6 percent raise each year. The JOBS program staff referred the recipient to the employer. Although the employer is pleased with the individual, he does not have the positions available to hire additional employees.

The community representatives interviewed in this county were more familiar with JTPA than JOBS. They did, however, believe that the concept is good; they are reserving judgment until JOBS is better established (3-5 years was mentioned as an appropriate length of time to wait before evaluating the program). They are concerned with that portion of the ADC population whom they believe will not respond to JOBS or any other problem. An interesting aspect of the community reaction was a backlash toward the public schools for not educating the individuals who were attending GED or adult basic education courses. The attitude was that the public schools should have educated these individuals when they were in grades K-12.

Transition to JOBS

The transition from Fair Work to JOBS, because of the changes it necessitated, did create some problems. One problem was a greater need for day care; this increased both administrative and per-client costs. Other changes included procedures to be followed in sanctioning and the selection, administration, and scoring of a test to those being assessed.

Initially, communication between IM workers and the work program worker was chaotic, but staff have made efforts to keep each other apprised of changes in the status of clients. The situation now appears to be functioning smoothly.

The recipients of ADC usually start out with a negative feeling towards JOBS. However, once they understand that they are not "working off" their benefits but, rather are receiving education or training that will benefit them, they are agreeable. In general, work program staff report that JOBS clients develop good attitudes, trust and self-confidence, and self-esteem.

Problems/Suggestions

Relatively few matters were mentioned as still being problems at this stage of implementation. Although keeping up with the changes in rules and regulations for JOBS has been difficult, county respondents felt that the changes will be fewer in the future. One problem that is still slowing down the work flow is that the codes for JOBS clients have not been changed on CRIS-E. Also mentioned was a desire for less rigidity in time allotments for the various components.

However, the biggest problem mentioned was dissatisfaction with the random moment sampling (RMS) technique. Individuals who were interviewed do not believe that it represents an accurate reflection of their work load.

CLERMONT COUNTY[3]

Clermont County is an immediate suburb of Cincinnati, located directly to its east with a population estimated at 147,100 in 1988. The county has a large number of service industries, such as insurance, restaurants, retail trade establishments, gas stations, and hotels/motels that serve a commuting population. The largest employers in the county are Cincinnati Milacron, Ford, and Holiday Inn. The county's total ADC caseload in June 1990 was 1,913, of which 13.3 percent were ADC-U cases. With 13.0 ADC cases per 1,000 population, Clermont ranks twelfth of the 15 demonstration counties in ADC caseload per population. The JOBS program staff reported that most of the caseload resides in the southern half of the county, which has a more depressed economy and lower-skilled work force than the (more suburban) northern and western portions of the county.

The work program is located in the IM unit, and the work program administrator reports to the IM Supervisor. The program staff consists of, in addition to the administrator, two assessment workers, an education and training specialist, and a community work experience program specialist.

Assessment/Assignment

The first formal encounter that ADC clients have with the JOBS program is when they receive their notification to appear for testing. Approximately 60 percent of nonexempt ADC recipients appear for orientation and assessment in response to the first notification; another 20 percent appear in response to subsequent contacts. ADC clients who do not report are notified by 7- and 15-day letters; the main reason cases are closed prior to assessment is that the individuals have either moved or obtained employment.

All work program staff participate in the group informing session. During the half-hour session, staff present information on JOBS participation and assessment, supportive services and assessment, Project LEAP, and CWEP. Rights and responsibilities and good cause are explained, and various forms are presented. A great deal of stress is placed on how the JOBS program can help the individual attain self-sufficiency. The TABE Locator test is administered after the overview of the JOBS program. The test takes a half-hour to complete.

Orientation is conducted once a week. During the site visit, 18 (6 males, 12 females) of the 40 individuals scheduled were present. The attitudes of the recipients appeared to vary from enthusiastic to resistant.

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[3]CDHS visit: February 1, 1990; community visit: June 19, 1990

The individual client/staff interview is usually held two or three days after the testing and group informing. This allows time for the assessment interviewer to examine test results and become familiar with the information in the file. The program administrator also feels clients should have some time to think about the options available to them prior to their interviews. When reviewing client files, program staff particularly look for any barriers to employment, such as substance abuse, lack of education or transportation, and handicapping conditions. About 80 percent of the clients judged to be not job ready do not have a high school diploma and are in need of adult basic education. At the time of the interview, client concerns are dealt with and their preferences are discussed.

Three ADC clients were observed during assessment sessions with the employment services counselors. The first client's health was poor, with hospital tests scheduled within a week of the interview. She did have a high school diploma. The recipient was not knowledgeable about possible careers, but indicated a general interest in working in a child care or nurse's aide capacity. The test scores indicated a need for her to raise her math scores through adult basic education. The client was advised to first deal with her health problems, obtain the necessary medical documentation, and then return for further assignment, probably to adult basic education and displaced homemaker programs or, possibly to Job Club.

The second client reported for her assessment interview after receiving a notification of intention to sanction. She claimed she had never received the original letter scheduling the orientation she failed to attend, and signed an agreement to cooperate. The client was a high school graduate and had taken other training courses in the past year. In the month prior to her interview, she had completed a program to prepare displaced homemakers to re-enter the workforce. Perhaps as a result of this program, she had her resume, letters of reference, and credentials from prior courses in a photo album under plastic sheets. Despite her previous training, the client felt she needed to improve her office skills, particularly word processing, before seeking employment. The interviewer agreed to assign her to education and training. The client was to determine the school in which she would take her training. This interview lasted 90 minutes because the client had not completed any of the forms that are sent with the original letter scheduling the orientation session.

The third client was a young woman who had applied to JTPA prior to being notified that she had to participate in JOBS. She was a high school graduate and had last worked in 1988, two years before her interview. She had disliked her previous work and wanted to attend the Clermont branch of the University of Cincinnati to take a two-year word processing program. On the basis of the client's test scores, the interviewer felt she should take an academic refresher course before enrolling at the Clermont branch. This was agreeable to the client, but she was impatient to begin classes. She had been enrolled with JTPA for some time and had not received any services to the date of her assessment interview. This interview took 25 minutes.

Program Components

Informal, internal reports that were shared with the evaluation team indicated that during the first seven months of the 1990 fiscal year, the JOBS staff in Clermont County had assigned 267 ADC clients to program components. Over half (59 percent) were assigned to education and training programs provided through the local county board of education, nearby vocational schools, and a university. About half of those assigned to educational programs also received CWEP assignments to complete their required hours of participation.

CRIS data for all of FY 1990 showed Clermont assigned 383 clients to components, with 61 percent going to education and training, just 2 percentage points different than the internal report. Appendix table A.8 shows the monthly caseload by component in Clermont County for FY 1990.

Clermont is unique among the 15 demonstration counties in that it directly pays client costs for occupational skill training programs. In the other 14 counties, clients are referred to JTPA or advised to contact the school they would like to enter to find out about financial assistance. The director of adult education at the Grant Vocational School was interviewed. This school had four JOBS clients enrolled with their tuition paid directly by the county; three were in office programs and the fourth, a woman, was in construction electricity. Three of these clients were interviewed also.

The adult education director praised the performance of the students. All were very motivated and worked hard in their programs. He reported that the problems they experienced were not with the skills they were studying but coping with other demands in their lives such as child care, transportation, and the medical needs of family members. The three clients who were interviewed appreciated the opportunities the JOBS program had provided, but two said the $25 work allowance was inadequate to cover the cost of attending the program.

One of the clients, a male in his middle forties, demonstrated the difficulties of leaving public assistance. His wife was an invalid who needed expensive medicine each month. He had completed his classroom training and was working part-time for an employer who was willing to offer him a full-time job. The employer's medical insurance, however, would not cover his wife's pre-existing medical condition. Even with extended benefits, accepting the full-time job would be very risky for this client.

As in neighboring Brown County, the CWEP employer that was visited was a recycling center. This site had 16 clients assigned, but only half of them reported for work. The CDHS was notified when clients did not report, and it was several weeks before they were dropped from the assignment roster. As in Brown, those who reported usually were good workers. The manager felt they needed a little more supervision and training than regular hires; he estimated that less than 10 percent of those who reported had poor attendance or performance. The number of CWEP work sites in Clermont County varied from 45 to 60 over the course of the year.

Job Club is provided by the Employment and Training Center of Clermont County (JTPA) which is part of county government and housed in the same building as the JOBS program. JOBS clients attend the same clubs as JTPA clients, but usually make up less than half the members. Clients receive 30 hours of classroom training over a two-week period. The classes focus on marketing one's self to employers. After the classes, the club members work individually with job placement counselors to develop and follow up on job leads. The Job Club in Clermont had no summaries of the number of clients referred or served.

A subsidized employer was interviewed in Clermont. This was the municipal government of a small village in the rural, southern part of the county. The employee whose wage was being subsidized performed road and park maintenance for the village. His wage rate was $5.65 per hour, approximately half of which was covered by the diversion of the client's grant. The village representative appreciated the program because it allowed the village to employ the client full-time. He had previously been a CWEP assignment and only worked the hours necessary to satisfy his grant.

The SEP employee was also interviewed. He was glad to have his job but generally critical of the JOBS program which he felt was not applied equally to all recipients. He claimed there were many who could work but were not made to. "How do they [the JOBS staff] decide who has to work?" he asked. The word has spread, he said that they do not follow up on their threats. He also claimed there were many people in the county holding full-time jobs and still receiving welfare checks. This client was one of the few interviewed in the course of all the community visits who was willing to express negative opinions about JOBS.

Transition to JOBS

The JOBS program is viewed positively by work program staff, but the transition to JOBS placed a heavier workload on income maintenance staff, not all of whom understand the way the program functions. JOBS created a need for more clerical assistance as well as word processing and computer equipment. The most recent change in sanction rules has caused the most disruption due to the amount of paperwork that must flow between the work program and IM.

Networking with other agencies has been somewhat difficult; however, Clermont County has received a grant for the purpose of strengthening ties.

Problems/Suggestions

The 16-hour a week work requirement for the primary wage earner (PWE) in an ADC-U case is believed to be more detrimental than useful to those PWEs who are trying to improve their employability by attending school. Allowing the spouse to assume those hours is suggested as a remedy.

The amount of paperwork, when added to other activities that do not involve client contact, consumes much assessment worker time. The sanction rules, when initiated the first time, create double work for income maintenance staff when they are rescinded.

The program administrator did not like calling the program JOBS; he felt this caused client to think the program was going to place them in jobs rather than provide the training and support that would lead to jobs. The administrator also felt that the alphabetic listing of clients that provides codes regarding their program status to the work program staff from ODHS is not as detailed as it might be useful for it to be.

The current process for providing day care frequently causes a delay in client participation in program components. A backup system that could be used by new recipients on a temporary basis when they first enter the WP was suggested. Better follow-up of ADC clients after they have left the welfare roles in the county is desired.

Suggestions or guidelines on what instruments are reliable and suitable to assess ADC clients was mentioned as a need as was more information on labor market trends. Finally, more expertise in career assessment is also desired.

FRANKLIN COUNTY[4]

With the second largest population in Ohio, Franklin is by far the largest county in the demonstration. Its 1988 population was 938,100. It is in the geographic center of the state and its main city, Columbus, is the state capital. Employment is mainly concentrated in service industries with large employers including the State of Ohio, Ohio State University, Nationwide Insurance Company, and Wendy's International. The unemployment rate in 1989 was 4.3 percent. The total ADC caseload in June 1990 was 21,055, of which only 4.7 percent were ADC-U. With 22.4 ADC cases per 1,000 population, Franklin County ranks fifth of the 15 demonstration counties in ADC caseload per population. It has the second lowest ratio of ADC-U cases in the entire state, however (Hamilton County had a slightly lower ratio). At the time of the site visit, Franklin County was operating the JOBS program for ADC-U and GA cases only. In effect, therefore, for the purposes of this evaluation, it was working from a base of around 1,000 ADC-U cases.

The JOBS program unit is referred to as "Employment Opportunities" and is located in Social Services. The administrator reports directly to the CDHS Deputy Director of Social Services. Since the previous visit, one assessment supervisor, two assessment workers, one education and training specialist, and one Job Club coach had been added to the staff; two job developers are currently being sought. At the time of the visit, the unit was settled into their new quarters in a separate building from that which houses the CDHS. WP staff state that they find this physical separation to create no problems in communication and coordination. The building provides for privacy during assessment sessions. An OBES unit is located in the same building, as are an adult basic education and a literacy program.

Assessment/Assignment

Income maintenance staff inform the appropriate ADC-U recipients that they will be requested to meet with work program staff and that the meeting is mandatory. Approximately 25 ADC-U cases are assessed in a month. Orientation and assessment/assignment are conducted on the same day. General Assistance and ADC-U recipients are provided the orientation session at the same time. At the end of the orientation session, which, at the time of the site visit, lasted about 30 minutes, all recipients remain in the orientation room until they are called in to the assessment specialist. At the time of the site visit, individuals were being assigned to either Job Club or CWEP. Recipients who were interested in education or training were told by the assessors that there was no money for that component and were given the name of other agencies that might be able to supply education or training. This is in contrast to what was found in other counties, which emphasized education and stated that it was the best long-term solution to welfare. Job Club was used for those individuals who had solid work experience and CWEP was used primarily for those whose work histories were "spotty." The program

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[4]CDHS visit: February 5, 1990; community visit: July 30, 1990

administrator said she thought of Job Club almost as a more extensive assessment. If clients are not able to get jobs, the Job Club coaches attempt to identify their barriers to employment and suggest appropriate interventions.

Testing, administered by the OBES office, was not conducted until after the group informing and the assessment interviews. This is different than most other counties, where testing is viewed as a source of information upon which to base assignment to the program components. The assessment procedure took approximately 15 minutes per recipient. Little interaction occurred between assessor and recipient. In general, what the assessor said seemed to be acceptable to the recipient.

One client whose assessment session was observed during the site visit was a female with one child under age six. The woman had completed grade 11 and had not obtained a GED. She wanted to attend cosmetology school or, if not that, then be a housekeeper. Although CRIS-E identified the client as a mandatory participant, because of the age of the child, she is not yet required to and elected to stay home with her daughter at this time.

Another client whose assessment session was observed was a female who also had completed grade 11 but had not obtained a GED. She was interested in training to be a nurse's aide, but was told that the work program did not have funding for training programs; she was referred to another agency for that assistance. The client was assigned to Job Club because she needed help in preparing a resume (her previous work history included dental assisting).

The amount of time between the mailing of the notification to appear and the date of appearance was minimal. The notification letter includes an explanation of what constitutes good cause for failure to attend. Sanctions are initiated routinely on all recipients who do not appear and who do not contact the WP to provide good cause. The work program administrator estimated that 25 percent of the ADC-U clients should be sanctioned for failure to appear for the initial assessment, but noted that Income Maintenance performed that function, so the figures were not available.

Program Components

Because of the county policy to assign as many clients as possible to Job Club, the program administrator estimated that virtually all clients are initially assigned there. The only exceptions were those who are illiterate and assigned to adult literacy programs, 2 percent, and about 5 percent assigned to CWEP. The CRIS data showed 65 percent assigned to Job Club, 20 percent to CWEP, 13 percent to education and training, and 2 percent to SEP. Since the data in table 3.1 count clients once in every component to which they are assigned, the percentages in CWEP and E&T reflect many second assignments for clients who were unable to obtain employment while in Job Club. Information presented below on SEP indicates that the CRIS data do not accurately reflect the actual number enrolled in this component.

CRIS (table 3.1) indicated a total of 404 clients were assigned to components in FY 1990. Franklin had 43 percent of all clients assessed during FY 1990 assigned to the "other" category in the CRIS data. This was by far the highest percentage of the demonstration counties, and second in total number assigned to "other" only to Hamilton, which enrolled over eight times the number of ADC clients as Franklin. Appendix table A.10 presents the JOBS ADC-U caseload by months in Franklin County.

Because of the heavy reliance on Job Club as a first assignment, Franklin County has two Job Clubs running simultaneously for their clients. One is conducted by the JOBS staff and the other by the Ohio Bureau of Employment Services (OBES) under its statewide contract with ODHS. Both are housed in the same building as the JOBS program, but they have separate rooms for their staff and clubs. Until April 1990, the OBES club enrolled only GA clients. The club run by JOBS staff has been starting a new group of clients every week, but in August 1990 it planned to start one every other week, as the OBES club does. Typically, about 30 clients are assigned to a new club. About two-thirds of these actually enroll in the JOBS club. In the OBES club, which has more GA clients, about one-half enroll.

Both the JOBS and OBES Job Club coaches were trained in the Azrin method and follow it fairly closely. The classroom instruction covers the traditional topics and is followed by five weeks of guided job search. The clients report for three and one-half hours each day to develop and follow-up on job leads. Newspaper, telephone and business directories, and Employment Service job listings are provided. The major difference between the two clubs is that the JOBS club videotapes mock interviews but the OBES club does not.

Both the Job Club supervisors were interviewed. They reported similar changes in the clients over the course of the Job Club component. Many come to the first session with a "Why do I have to be here?" attitude. As the club meets, the clients tend to become much more cooperative and their grooming often improves. The two clients who were interviewed had been in their club for almost three weeks. They thought the club was helping them and would lead to employment. They had no complaints about the club itself or any other aspects of the way they were treated by the JOBS program.

Clients who do not find employment through the Job Club are referred back to the assessment unit for reassignment. If it is determined that their educational deficiencies are barriers to employment, they are assigned to education and training. The Columbus Public School conducts a GED class for approximately 15 clients in the same building as the JOBS program. The instructor for this class and three of the students were interviewed.

The instructor said most of the clients who come to her classes want to learn, but some come only because it is mandatory. She has never seen several who are assigned to her class. The reading comprehension of her students is low. Most of them seem to do pretty well until they reach the point where they had difficult when they were originally attending school. There they bog down and it takes considerable additional effort to move beyond that point. The instructor estimated that about 40 percent of her students would complete their GEDs.

The three students who were interviewed thought the GED program was helping them. They particularly liked the interest and willingness to help of the instructor. One student who had been in the Work Incentive Program (WIN) said, "The people here [the GED instructor and the JOBS staff] are much nicer. They treat you like an adult." When asked in her interview if there were anything about the program she would change, the instructor had mentioned the requirement that clients must "bring an excuse" (document good cause) when they miss a class. She felt this was not treating them like adults.

The CWEP component is operated primarily for GA clients. ADC-U clients are assigned to CWEP only if they do not find employment while in Job Club and most work directly for the Employment Opportunities program. At the time of the CDHS visit, the program had 52 CWEP sponsors and 184 work sites. With the educational requirements for younger GA recipients, it has been impossible to fill all these sites.

The CWEP agency whose representative was interviewed operates day care centers, primarily in low income neighborhoods. Typically it has four to five clients assigned per month, each of whom works about one week per month. The agency would like more clients to be assigned. This agency sees its role not only as caring for the children but also as teaching their parents. It extends this teaching philosophy to the CWEP clients whom it trains in the knowledge and skills of working with young children.

Because of their contact with young children, this site screens the CWEP clients assigned to it more carefully than most agencies. The clients must have a high school diploma and pass a medical examination, police records check, and personal interview. As a result of this screening, the agency representative estimated that about 90 percent of the clients assigned to it report as scheduled, and it has very few problems with them. There is a high rate of turnover which requires continual training, but the representative sees this as positive if the clients leave because they obtain jobs. The representative had no complaints about the program and just wished she could get more referrals. She felt both her agency and the clients benefited from their participation.

The Franklin County program has had one subsidized employment contract with a state agency that led to permanent jobs for eight clients. Three others had been employed under this contract but did not receive regular jobs. One of these three had poor attendance and job performance and was terminated. The other two had performed satisfactorily but regular job openings had not become available.

The SEP contract covered 720 hours (18 weeks) of employment for each client hired. The starting wage was $7.23 per hour. When the SEP clients began to work, there had been some concern expressed by other agency employees that they were taking regular jobs. It was necessary to explain that the SEP positions were supplemental, but that the workers in those jobs would be able to apply for regular jobs as they became available.

The agency representative who was responsible for the SEP contract thought the clients had been well prepared for their jobs. She met with the SEP clients every other week to reinforce the agency's expectations with regard to attendance, punctuality, and

manner of dress. She stressed during these meeting that these were the expectations of all employees; the SEP clients were not treated any differently.

A private sector employer who had hired two JOBS clients was also interviewed. This was a manufacturer whose need for workers was cyclical. He had been visited by job developers who encouraged him to try some of their clients. He agreed to do so and the developers identified seven potential employees. Five of these seven reported for their scheduled interviews and two were offered jobs, on condition that they passed a physical examination. Both of them passed the physical and started work, but one stopped working after one week without ever contacting the employer.

At the time of the employer interview, the other JOBS client had been working three weeks and performing satisfactorily. This client was interviewed and he said he was very happy to have his job. He saw this company as one that is careful about the kind of people it hires and he was happy to be among them. He felt he was treated very fairly by the company.

He had been in Job Club when the job developers had informed the club members that his current employer had jobs available. He said he was immediately interested and asked the developers to set up an interview. His overall hourly rate, with premiums for night shift and working conditions, was $6.85. If he did not get laid off due to the cyclical nature of the company's product, he would progress to $9.91 an hour in 16 months.

In the course of the interview, this client commented about his experiences in Job Club. He felt he had learned a great deal about how to interview and present his past job record in the best light. He appreciated the fact that the coaches had not pushed him to take "any old job." He also verified an observation that job coaches in almost all of the demonstration counties had made: the Job Club increased his self-confidence and self-esteem. He said that when he lost his last job, "It took me down. I got discouraged and lost my will. I would not be at [company name] without that program."

Transition to JOBS

The transition from Fair Work to JOBS caused few changes for program staff. Part of this can be attributed to the fact that only ADC-U clients were being served at the time of the visit; ADC-R clients were not. The full impact, then, as far as work load is concerned, has not yet been felt.

The flow of information regarding the work allowance is not as smooth as the JOBS administrator would like it to be. The Job Club supervisors had mentioned that often the work allowance had not been added to clients' checks when they started their clubs. The problem is believed to be related to data taken from CRIS, not a lack of cooperation or coordination with other sections of the agency.

Problems/Suggestions

The biggest problem cited by Franklin County staff was the data collection, tracking, and monitoring function. The county data base has been rendered useless by CRIS-E. Unfortunately, CRIS-E was not, at the time of the CDHS visit, as good a system as the county system had been. The validity of CRIS-E data is questioned. Nonetheless, the program administrator, as well as the CDHS director, have the implementation and utilization of CRIS-E at the top of their priority lists.

The suggestion was made that CWEP be permitted to operate in for-profit organizations. Staff did not feel that it would be difficult to implement or monitor.

This county is also having difficulty with the level of funding; staff stated that money was unavailable to run education and training programs. The program administrator would like to be able to target training programs to meet specific employer needs.

A desire to share information among counties involved in the demonstration program was stated. In this way, information regarding successful and unsuccessful practices could be shared and each county would not have to "spin its wheels and try the same things over and over."

LAKE COUNTY[5]

Located in northeast Ohio, Lake County primarily contains suburbs of Cleveland, which is immediately adjacent to it. Lake County is the most affluent of the counties in the demonstration. Its 1985 per capita income level of almost $11,600 was the third highest in the state and exceeded the per capita income of Perry County, the lowest ranking county in the demonstration, by almost $4,000. Its unemployment rate for 1989 was 5.1 percent, 0.4 of a percentage point below the state average.

In 1988, Lake County's population was estimated to be 214,700. In June 1990, it had 1,648 ADC cases, 7.7 per 1,000 population, the lowest rate among the demonstration counties. Slightly over 10 percent of these cases were ADC-U.

The Lake County JOBS program is unique with respect to its linkage with JTPA. All components except CWEP are provided through JTPA. Much discussion is occurring at national policy-making levels regarding the potential duplication of services between JOBS and JTPA. Lake County provides a good example of coordination and cooperation between JOBS and JTPA.

Assessment/Assignment

Income Maintenance is responsible for informing ADC clients that they may have to participate in the JOBS program. IM staff also have the ADC clients fill out the Background Information Form (BIF) and acquaint recipients with their rights and responsibilities relative to participation in JOBS. Providing this information adds about 15 minutes to each ADC application or redetermination interview.

After their interviews, ADC recipients are sent a letter designating the date and time they are to appear at the local JTPA office, Lake County Employment and Training, for assessment. Enclosed with the letter are five pages of information about the JOBS options, sanction procedures, and rights and responsibilities. When the ADC recipients appear for their appointments, they complete two questionnaires and undergo an intake procedure to determine eligibility for JTPA services. The JTPA staff member responsible for the management information system collects the questionnaires, provides information about JTPA and JOBS grievance procedures, and completes an OBES information form.

Counselors in the JTPA office who conduct assessments provide a JOBS orientation to ADC recipients on an individual basis. The counselors try to determine what the individual's goals are and what they are currently doing to reach those goals. The counselors also inform the clients of the available options that may help them attain their

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[5]CDHS visit: February 28, 1990: community interviews: June 26, 1990

goals. Work history, interests, and previous educational attainment are primary influences on component assignments.

When the interview is completed, ADC recipients are given two tests: the WRAT-R2 for math, and the Kaufman Test of Education Achievement for reading comprehension. The Kaufman is administered orally by the assessor using a small, flip-chart booklet of pictures and other prompts.

Four orientation/assessment interviews were observed, two with young women and two with older men, one of whom was a GA recipient. Both the women were high school dropouts, and the interviewer quickly focused on GED classes as the most likely option. Both women were agreeable. One was already working about 28 hours a week as a bar maid and the GED classes fit well with her work schedule. The other was pregnant and seemed to view the classes as the least physical demanding alternative.

One of the older men had recently undergone hip replacement surgery and was given a medical exemption. The interviewer explained that his wife might be required to fulfill the couple's responsibilities under the JOBS program. The other man was already working at a CWEP assignment as a school janitor. He was 59 years old, had no interest in an education or training program, and his wife was a semi-invalid who required considerable care. His CWEP hours allow him to be home much of the time to assist his wife.

The JTPA agency bills JOBS $250 for each client assessed. When the site visit was made, a memorandum summarizing the number of assessments and assignments from January 1 to February 23, 1990 was shared with the Ohio State visitors. During the eight-week period covered by the memorandum, 297 assessments had been scheduled and 150 (51 percent) were actually conducted. JTPA interviewers had the impression that ADC clients were a little more likely than GA clients to appear for their scheduled interviews. For clients who do not appear, a 1502 form is sent to the JOBS staff. When recipients complete the assessment process, JTPA notifies the JOBS program staff who are then responsible for monitoring the clients' performance in the components to which they are assigned.

Program Components

The component assignments made during the eight-week period covered by the memorandum were as follows: Job Club 42 percent, education and training 37 percent, and CWEP 21 percent. The CRIS data for all of FY 1990 showed about the same percentage referred to Job Club, 39 percent, and somewhat more to education and training, 50 percent, and less to CWEP, 11 percent. The JOBS program in Lake County has no SEP. Any clients interested in this type of assignment are placed under a JTPA on-the-job training contract. CRIS showed a total of 333 clients assigned to components in FY 1990. Appendix table A.17 shows the monthly caseload by component in Lake County.

Not only was the linkage with JTPA unique in Lake County, so was its Job Club. This club is operated by the Auburn Career Center, an area joint vocational school, under contract to JTPA. It is not really a club. Instead it operates on a one-to-one, coaching/counseling basis. Clients meet weekly at appointed times with their coaches to develop and carry out a job search plan. Much of the material covered in these individual sessions is similar to that in traditional Job Club classes--job applications, resumes, networking, following up on interviews, etc. In the individual sessions, however, the coaches tailor this content to the needs and previous experience of the client.

A major difference between this club and the traditional is its *de-emphasis* on telephone contacts. The coordinator of the Lake County Job Club said employers would "have a cow" if clients called for "informational interviews." The main value of telephone contacts, the coordinator feels, is to follow up after an interview. The JOBS program pays JTPA $200 for every client assigned to job Club.

Most of the education and training in Lake County is GED instruction provided primarily by the Painesville City Schools. The adult education classes are offered in a building very close to the JTPA office, but the facilities themselves have a makeshift look. There is one small classroom that cannot accommodate all the students. Several students work at tables outside the classroom at the periphery of a large, unoccupied open area.

The instructor said that the interest and motivation of the students vary. Some attend only to continue their financial assistance, but others really want the GED. The instructor cited one student who had received her GED and received a scholarship from the Parent-Teachers Association to attend the local community college. Echoing complaints heard from adult eduction teachers in other counties, the instructor disliked having to provide documentation for all absences, stating that this was not treating the students like adults.

The instructor said her relationships with Employment and Training and the CDHS were good. The JTPA office had provided computers and software for her program and funding to enable her to offer classes for JOBS clients in the summer. These funds came indirectly from the JOBS program. JOBS pays JTPA $478 for every client assigned to education and training. There is, however, no direct charge to JTPA for clients assigned to ABE/GED classes, and relatively few JOBS clients attend occupational training programs for which JTPA pays the tuition. The surplus has allowed JTPA to assist the ABE/GED program.

Two GED students were interviewed. One had needed only one more credit in high school, but had not been allowed to graduate with her class. Until she had her assessment interview, she was not aware of GED classes. She welcomed the opportunity to earn a diploma. The other student was less enthusiastic. She thought she should be in Job Club rather than GED classes because "I need a job more than an education."

CWEP is the only JOBS component that the CDHS administers itself. It has CWEP agreements with 19 agencies that provide for 57 work sites, but at the time of the CDHS visit only about half of those had workers assigned. One of these sites was visited. This agency had two CWEP clients who performed cleaning, grass cutting, snow removal, and similar tasks. Their supervisor was completely satisfied with their job performance. He said, "It is unbelievable how good they are." Once they were told what to do, they need no supervision. These are the only CWEP assignments the agency has ever had.

One of the CWEP workers was interviewed. She too was very positive about her assignment. She felt she was treated just like any other employee. Her only complaint about the JOBS program was that there are a lot of young people "running around and still getting welfare." She wondered why they were not required to work also.

Transition to JOBS

The transition from Fair Work to JOBS appears to have been a smooth one in Lake County. Extra forms to fill out for JTPA staff and CDHS IM staff appear to be the major impact of the transition. The perception of IM staff that WP staff have easier jobs has caused some IM staff to bid for JOBS positions. This has caused problems for IM, in that they have increasing caseloads and inexperienced workers.

Problems/Suggestions

There were relatively few complaints about communication between JOBS and JTPA. In the course of the 15 county visits, many more complaints were heard about communications between IM and JOBS within the same agencies than were heard between the CDHS and Employment and Training. The most frequent type of communication between agencies involved follow-up on clients who did not appear for their assessment interviews. The JTPA counselors did not mention this as a problem. They simply notify the JOBS program of the failure to appear, and it becomes JOBS' responsibility to take the necessary action.

Some concerns were expressed that the sanction process allows recipients who do not want to participate to use stalling tactics. The suggestion was made that the first offense should carry a stiffer penalty than just coming to the office and signing a compliance agreement. Another suggestion was to delete the not-job-ready status and, instead, use just two categories: required or exempt.

It was noted that there have been some delays in approval of employability plans. After JTPA counselors develop plans for clients, the plans must be approved by the JOBS program before the clients can begin carrying them out. Delays in approvals have in a few cases prevented clients from beginning programs. Overall, however, it appears that the two agencies are working well together, and extensive reliance on JTPA to carry out many of the JOBS functions has not caused any significant communication or operational problems.

LAWRENCE COUNTY[6]

Lawrence is Ohio's southernmost county. It is a rural county with a population in 1986 estimated to be 62,200. Like many southeastern Ohio counties, it has low per capita income and a high percentage of adult population without a 12th grade education. Its unemployment rate in 1989, however, was 5.5 percent, which was exactly the same as the state average and much lower than any of its nearby counties.

In June 1990, Lawrence County had 2,520 ADC cases, 22.8 percent of which were ADC-U. Its rate of 40.2 ADC cases per 1,000 population ranked first of the 15 demonstration counties by a considerable margin. The next highest county was Perry, also in southeastern Ohio, which had 26.5 ADC cases per 1,000. The work program administrator reported that many of the welfare recipients in the county are migrants from Kentucky and West Virginia, states that do not have general relief programs.

The JOBS program in Lawrence County uses the name "Greater Opportunities" and is located in a building away from the IM unit. The clients still view it as part of the CDHS. Two JOBS staff serve as liaisons between JOBS and IM. These individuals go to the IM unit to do paperwork related to JOBS. This has facilitated the turnaround needed to process the forms needed by JOBS. Each of the four JOBS employment services counselors is reported to be responsible for approximately 800 cases, including GAs.

Assessment/Assignment

When an income maintenance worker encounters an ADC recipient who is a potential JOBS participant, the worker briefly informs the recipient of required participation, and the importance of cooperating with the JOBS program. The IM worker completes a referral form (1501) on the recipient and sends it to the JOBS program staff.

ADC recipients to be assessed are sent letters scheduling them for orientation and interviews. A week's lead time for the appointment is generally all that is allowed. This results in an initial show rate of 50 percent; a second letter brings in another 40 percent. Lawrence County uses a group information process, so GA and ADC clients are scheduled into different groups. Generally, the JOBS staff person who conducts the group informing is the one who works with those clients.

The group informing consists of the staff worker reading aloud most of a 14-page pamphlet that contains information about the assessment process, volunteering for participation, the education and training and CWEP components, required hours of participation, the work allowance, and other procedures with regard to sanctioning, good

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[6]CDHS visit: March 14, 1990; community interviews: June 18, 1990

cause, grievance, and state hearings. The pamphlet does not discuss Job Club or SEP. After each major section, the staff member encourages questions. When the pamphlet has been completed, the clients sign the acknowledgement form, stating they have been informed and understand the procedures. The orientation sessions usually takes 30 to 40 minutes.

After the group orientation session, each client is interviewed and assessed as to work history, level of educational attainment, possible barriers to employment, and type of employment the client may be interested in obtaining. Those individuals without high school diplomas are encouraged to obtain GEDs. If the recipient is not interested in school and does not have a good work history, a CWEP placement is the most likely assignment. A high school graduate with a good work history who wants to work is likely to be assigned to Job Club. During this interview, the JOBS worker assists the client in filling out the BIF. As in Franklin County, testing occurs after assessment and, generally, on a different day. Efforts are being made to schedule testing on the same day as orientation and assessment. The test used is one developed locally that the ABE centers find acceptable.

Three assessment interviews were observed. One client was found to be not job ready because her husband is disabled and requires her to care for him. The woman brought documents attesting to her husband's condition. The second client was an ADC recipient with a child less than 6 years of age. She also reported she was "having seizures" that cause her to forget things. She declined the opportunity to volunteer for JOBS. The third client was a young woman who was very fearful that if she became involved in JOBS she would eventually lose her ADC. She claimed she could not live on what she had been able to earn in the jobs available to her and that was why she was on ADC. She was unwilling to identify any type of job she would like to get. The interviewer recommended she find a school with a training program she would like to enter and report back in a week. The observer had the impression the women would make no efforts to find such a program.

This final interview was unusual among those the visiting team observed: the interviewer felt pressured to complete it because almost all of the clients who had been scheduled reported. On several of the CDHS visits, so few clients reported it was not possible to observe the four interviews that had been planned. On this occasion, nine out of ten appeared but one had to leave early. The interviewer was faced with the task of providing the orientation, which took about one-half hour, and interviewing the remaining eight clients in three hours.

ADC control cases are brought in separately from the ADC treatment group. These individuals complete a BIF and receive a description of the JOBS programs and are told they cannot participate in it. This is the only county where this procedure was encountered.

Program Components

Lawrence County has a relatively poor economy and a large public assistance caseload. CWEP is the most frequent assignment. The program administrator estimated that 62 percent of clients were assigned to CWEP sites. He referred to it as "all we have left," meaning other components could not take additional assignments. He estimated that 25 percent of clients were assigned to E&T and 10 percent to Job Club. The CRIS data showed an even heavier reliance on CWEP, 80 percent, with 18 percent to E&T and 2 percent to Job Club. CRIS reported a total of 686 clients assigned to components in FY 1990. Appendix table A.18 presents the monthly caseload in Lawrence County.

The CWEP site that was visited in Lawrence County uses the clients primarily in weed control and grass cutting. The individual who supervises them said that typically about 80 percent of those who are assigned to his agency actually show up, but that out of every 10 who do report, only 3 will be good workers. Typically, he terminates about half of the CWEP clients sent to him because of their poor job performance. Lawrence was the only county where the CWEP representative was so negative about the performance of the clients who reported. In most other counties, the clients who reported usually did their jobs in a satisfactory manner.

The next most frequent assignment for JOBS clients in Lawrence County is education and training, primarily GED classes. The number being referred has greatly increased the number of students in adult basic education (ABE). Before the JOBS program began assessing significant numbers of clients, the ABE classes offered by the Ironton City Schools had averaged between 20 and 30 students with "just a trickle" receiving public assistance. In June 1990, 120 welfare recipients were enrolled, and the JOBS program had provided funds to offer summer classes.

The ABE coordinator reported she had a "great" relationship with the JOBS program but that before it started, she had had no contact with welfare. With the major increase in welfare clients her classes have received, she wishes the record keeping, particularly daily attendance, could be simplified, perhaps with a computer printout. She also felt the $25.00 work program allowance was insufficient to cover the cost of traveling to classes. JTPA clients in her classes receive $5.00 per day for travel.

Two ABE students were interviewed. Both were women in their thirties who had dropped out of high school when they became pregnant. Now their children were in their teens and the women were thinking about what they were going to do with the rest of their lives. They saw the GED classes as leading to opportunities that had been closed to them before. One said she was "scared to death" when she started the classes, but the JOBS program gave her "the little shove" she needed.

Approximately 10 percent of clients are assigned to Job Club which is conducted by the JTPA administrative entity that serves Lawrence County. A new club starts every month and runs for three weeks from 9 a.m. to noon. The first week is classroom instruction in the standard Job Club content. The next two weeks consist of telephone

solicitation and other job search activities combined with group interaction and motivational activities, such as videotapes.

The JOBS program purchases the Job Club services under a performance-based contract that pays $50.00 at enrollment, $125.00 at completion of 30 hours, $75.00 for a successful completion (as defined by a checklist of acquired competencies), and $150.00 if the client is placed and retains the job for 60 days. The Job Club coach estimated he had served about 75 JOBS clients in the past year and placed about 20 to 25 of them. The biggest barrier to placing these clients is finding jobs that pay as well as the financial and medical assistance they receive from public assistance.

Transition to JOBS

The transition to JOBS was initially slow. However, reportedly excellent cooperation from IM and support from the CDHS director as well as other staff and administrators has eased the situation. The rule changes that accompanied JOBS reportedly tripled the case load for the employment services interviewers (assessors).

Problems/Suggestions

Two rules which staff would like to see changed are the 100-hour limit on the amount of time a primary wage earner can work, no matter what the wage per hour, and the 64-hour rule on the primary wage earner (PWE) if he/she is attending school. A third problem stems from not being allowed to count study hours associated with an education program when figuring the number of hours an ADC recipient must work at minimum wage to cover his/her grant.

In general, the frequent rule changes have caused a backlog of cases to build up. Also, if the PWE is a female with small children in the home, the male spouse should be allowed to work the 64 hours per month that are required.

The sanctioning process is another area where problems were cited and suggestions offered. Some ADC recipients stall because they know that they are not really in any danger from the initial sanction and wait until they have received a 4065 before they call and ask if they can sign the compliance form. One suggestion is to make the first sanction one that the client cannot escape simply by signing a compliance form.

MONTGOMERY COUNTY[7]

Montgomery County is located in the southwestern portion of the state. Its population in 1988 was estimated to be 574,700, ranking it fourth largest in the state and second largest of the demonstration counties. The county seat and largest city, Dayton, is located 75 miles west of Columbus and 50 miles north of Cincinnati. In June 1990, there were 13,361 ADC cases, of which 4.6 percent were ADC-U. The number of ADC cases per 1,000 population is 23.3, which ranks Montgomery third among the 15 demonstration counties.

The county has had a fairly stable economic base with a mixture of good-paying governmental and manufacturing jobs. The three largest employers are the Wright-Patterson Air Force Base, NCR, and the city and county governments. There is concern in the county that defense cutbacks may reduce the level of civilian employment at Wright-Patterson and that weakness in the sale of new cars may cause layoffs among secondary suppliers to the automobile industry. Most job growth continues to be in service occupations, often in suburban locations that are difficult for inner-city residents to reach by public transportation.

The JOBS program in the county is called In-Vest and is located in the Social Services Division. At the time of this visit, the staff consisted of 20 people, an increase of 5 from the previous visit. The new staff includes a supervisor, two new employment counselors, who are usually referred to as assessors, and two day-care aides. The aides' responsibilities are to locate county-approved day care facilities within reasonable travel distance for the work-program participants. The county pays for day care for all clients who need it, regardless of the program component to which they are assigned.

Montgomery is the only one of the demonstration counties that is conducting Work Choice, the voluntary program for ADC recipients with children under the age of 6. The program is being conducted as a true experiment with half of the eligible population randomly selected to be offered the opportunity to participate. Many of the procedures for JOBS and Work Choice are similar. In the following discussion, we note any differences in procedures or the characteristics and assignments of clients between work choice and JOBS. The administrator plans to divide the administration of the program into two units, one for Work Choice and the other for the mandatory programs.

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[7]CDHS visit: January 25, 1990; community visit: July 16, 1990

Assessment/Assignment

Assessments are conducted on separate days for JOBS and Work Choice clients in the treatment groups. Control group clients are not contacted. The JOBS clients are assessed during morning and afternoon sessions on Monday and Wednesday, Work Choice clients on Tuesday and Thursday. A letter is sent about one week prior to the scheduled date informing the clients that they must appear. IM workers inform clients at the time of their initial application or redetermination interviews that they may be required to participate and have them sign a rights and responsibilities form.

Montgomery County prepares separate monthly reports on several major indicators of Work Choice and JOBS program activities. For the first six months of fiscal year 1990, July through December 1989, a total of 881 ADC clients were scheduled for assessment interviews for Work Choice and 378 had been conducted, a 43 percent completion rate. Of those who were not assessed, 124 were excused for good cause. If these are eliminated from the number scheduled, the completion rate becomes 50 percent.

Virtually all Work Choice sanctions are for failure to appear for assessment interviews. From July through December 1989, a total of 87 sanctions were proposed and 20 were imposed. The remainder were dropped when the clients signed an Agreement to Participate after receiving an ODHS form 4065.

The report for the mandatory JOBS program shows 1527 ADC clients scheduled for assessment, and 551 completed for a 36 percent rate. The JOBS report combines the number of ADC excused with those from GA and NPA-Food Stamps programs; consequently, figures directly comparable to those reported above for Work Choice cannot be calculated. In the combined monthly figures for July through December 1989, ADC clients make up 49 percent of those assessed, and those receiving food stamps only (no cash assistance) are less than 1 percent. Out of this combined group, a total of 254 clients were excused from reporting for assessment. If we assume that ADC clients make up half of those excused and these 127 are removed from the 1527 scheduled for assessment, the completion rate for ADC clients in the mandatory program increases to 39 percent.

Those who appear for their scheduled assessments undergo a group orientation and testing session followed by individual interviews. On the date of the site visit, the group session for 12 Work Choice clients took an hour and 45 minutes. The first 15 minutes were used to give a brief overview and to ensure that everyone knew that only the assessment was mandatory. This was followed by a 40-minute testing session using the Locator test from the TABE battery. During the final 50 minutes, the separate program components were explained and the clients' rights and responsibilities form was read aloud and signed. The clients were then asked to indicate whether or not they wished to participate in any of the components. For those who wished to do so (6 of the 12 attending the session), individual interviews were scheduled with the two Work Choice assessors following the group session.

As in other counties, educational attainment and work history influence the components to which clients are assigned. The Work Choice employment counselors also mentioned occupational interests and goals as important factors. As would be expected, the counselors who were interviewed described the Work Choice clients they see, those who choose to participate, as motivated and interested in the opportunities the program makes available. Both the counselors and the work program administrator indicated that Work Choice clients were more willing than mandatory clients to enroll in long-term education and training.

During the first 6 months of fiscal year 1990, 378 Work Choice clients attended assessment sessions and 232 of these volunteered to participate in some part of the program. Education and training programs were by far the most popular, being selected by 58 percent of the participants. Subsidized employment, Job Club, and direct job placements accounted for 19 percent of the initial component assignments, and the "other" category the remainder. Unfortunately, 42 clients (18 percent) did not report to the component they had volunteered to take part in.

Once again, because the JOBS report combines program assignments for ADC, GA, and food stamps, it is not possible to calculate figures for ADC JOBS participants directly comparable to those for Work Choice. Out of the combined ADC-GA-FS clients, one-sixth (16 percent) were found to be not-job-ready. The primary reasons for this classification were the clients' own health problems or the need to care for a family member with a disabling condition. In a few cases, transportation was a problem. A small but growing number of substance abuse cases are appearing according to staff. These are not usually detected during the assessment interview, but cause problems after the clients are assigned to components.

Program Components

At the time of the CDHS visit, component assignment figures were available for 899 of those assessed for the mandatory program during the first six months of fiscal 1990. Among these combined ADC/GA clients, 41 percent were assigned to Job Club, 20 percent to education and training, 16 percent to jobs either through direct placement or subsidized employment, and 7 percent to CWEP. These percentages add to 84 percent. The remaining 16 percent are assigned to a component unique to Montgomery County called "Pre-Employment." This component is designed for clients with little or no understanding of the behavior expected in the work place. The work program administrator describes it as a program that teaches the work ethic. During the first half of fiscal 1990, no Work Choice clients were assigned to this program.

Because the internal reports from which the percentages reported above were taken combine mandatory ADC with GA clients, the CRIS data for Montgomery County are not comparable. CRIS data are for ADC mandatory clients only and show 60 percent assigned to E&T, 23 percent to Job Club, 16 percent to CWEP, and 1 percent to SEP. CRIS data for FY 1990 are based on 2,725 clients, almost the same as the 2,675 reported in FY 1989. Appendix table A.22 shows the monthly caseload by component in Montgomery County.

The work program administrator thinks that Job Club is often chosen because it involves the least commitment in terms of hours of attendance. In addition, many clients have had negative educational experiences and are reluctant to enroll in education or training programs. Montgomery County has three providers for Job Club: the Ohio Bureau of Employment Services (under a state contract with no direct charge to Montgomery County), Miami-Jacobs Junior College, and the JTPA administrative entity, the Greater Dayton Job and Training Office.

The provider interviewed as part of the community site visit provides 4 weeks of structured classes, followed by 4 weeks of self-directed job search. The provider receives $100.00 for each individual who begins Job Club, another $225.00 for each individual who completes the first 4 weeks, and an additional $125.00 for individuals placed in a job who hold that job for 30 days. Currently, a new Job Club begins every 2 weeks. Participants learn how to write resumes, fill out applications, interview (including dressing for the interview and practicing interviews), and use library job-search resources. Personal counseling is provided as needed and emphasis is placed on motivation. Because so many participants need the motivation portion of the program, the service provider has started a 5-day Positive Mental Attitude (PMA) program with the Job Club. The Job Club uses the Azrin program, which emphasizes behavior modification and is structured and participative. The newspaper is used for job leads, but is felt to be the "last resort." A listing of light-industry firms in the county is used, as well as library resources, for job search. The majority of participants are serious about job search.

The few individuals who have displayed behavioral problems have been terminated from Job Club and the JOBS program has always supported the provider's decision. The relationship between the Job Club provider and the Human Services staff is reported as being very positive. Some of the welfare recipients who are assigned to Job Club are found to be inappropriately assigned for one reason or another, generally for reasons that would not be apparent at assessment. For this reason, discussions regarding the possibility of placing these individuals in an Assessment Center, also conducted by the Job Club provider, are being held. The intention is to provide the services most appropriate for each client.

The individual interviewed at the Job Club site had some suggestions for improving the overall JOBS program. One is to rescind a decision to not provide daycare for children aged 13 or over. Some of the neighborhoods in which welfare recipients live are "rough" and, therefore, this is believed to be "penny wise and pound foolish." Other suggestions deal with alleviating the problems recipients encounter after they find a job. For example, they have no money for appropriate clothing (unless they will be wearing uniforms, in which case, some clothing money is made available), whatever allowance they may have received under another program ends, and they become liable for paying utility debts that have accumulated during the time they were on welfare. These financial stresses can be overwhelming to someone coming off welfare and beginning a new job.

The education and training assignments consist of ABE/GED and skill training programs. Of the clients assigned to education and training, Work Choice clients are a little more heavily enrolled in skill training, and mandatory clients are more likely to be in ABE/GED. Up to the time of this site visit, the Dayton Public Schools have been the provider of ABE/GED, but, in the words of the JOBS program administrator, her clients have "exhausted" the public schools. Enrollments have quadrupled since the work program began referring clients. To respond to the need, 12 agencies involved in adult literacy joined together to request state funds for Project Read which is just starting to be implemented. When it is operational, it will increase the number of providers and furnish referring agencies with guidelines as to which agencies are most appropriate for adults at different levels of reading ability.

Welfare recipients who wish to enter occupational skill training are referred to a JTPA agency that determines the most appropriate programs. The two biggest problems recipients encounter in successful participation are low self-esteem and difficulty in comprehending the importance of maintaining a set schedule for classes. Other barriers to successful participation include low basic skill levels, health problems, and child care.

Because of the number of welfare clients referred to the JTPA agency, funding has become a problem. The cost per client varies, depending on the cost of tuition, books, and any needed uniforms. A typical cost is $2,700.00. The opinion of the JTPA individual interviewed is that, without being referred by JOBS, many clients would not even be aware of the services this agency offers. About 60 percent of those referred do complete their programs. Of that 60 percent, some would have gotten education or training eventually anyway, but a portion would never have begun on their own. They need the support and structure imposed by program requirements. One suggestion made during the course of the interview is that federal monies be used to pay the full salary of individuals on a job for 6-10 weeks and, at the end of that time, a hiring decision must be made on the part of the employer.

In the first annual process report, it was noted that Montgomery County is unique in the success it has has experienced in placing clients directly into jobs, without a subsidy to the employer. This success has continued. In the first half of fiscal 1990, the work program had 136 unsubsidized placements and 38 SEP placements. Almost all (93 percent) of the unsubsidized placements were from the mandatory program, but over half (55 percent) of the subsidized placements were from Work Choice. The success of the unsubsidized placements appears to be due to performance-based contracts that tie payment to the contractors, the Ohio Bureau of Employment Services and Goodwill Industries, to job retention by the clients.

The unsubsidized employer representative interviewed as part of the community site visit is one of the major employers in the area. The firm has hired a number of former welfare recipients. Although the employment specialist for the firm knows which job applicants are ADC clients, the managers who interview them do not. They select the candidates they believe to be the most appropriate for the positions available. None of the ADC recipients have been terminated and the managers are quite pleased with the quality of the candidates. The positions into which these individuals are hired are typically entry

level clerical jobs, although some have been hired into data entry, bookkeeping and accounting, and customer services positions. An average salary is $468.00 gross, every 2 weeks. The ADC clients may require a bit more on-the-job training and initial supervision than other hires, but not significantly more.

An ADC client hired by this firm is very happy with her job, which she has had since the middle of March 1990, and is being given more responsibility. She likes working and has found the company to be an excellent one to work for.

The agency nominated as a subsidized employer operates as an on-the-job-training site. Between February and August 1989, 26 ADC clients have been trained and then worked at the agency for an average of 6 months each. They learn to provide complete residential care for mentally retarded individuals. The care they provide includes personal hygiene, behavior management, food preparation, housekeeping, transportation, recreation, medicating, and interacting with individuals who provide medical care. The hourly wage is $5.00 an hour, but will soon be increased to $5.60 an hour.

The employer interviewed had experienced some problems with ADC clients: attendance, tardiness, fights, and drugs. One ADC client was apprehended by the police at the work site; the client had a gun. Most of the problems have been solved by decreasing the ratio of ADC clients to permanent staff. The employer is willing to continue training ADC clients in the current ratio because of the improved attitudes and self-confidence the clients display during the course of the employment and because the relationship with the JOBS staff is good. The individuals placed with the agency for OJT would probably not be hired because they lack training, experience, and references.

A client gaining OJT at this agency was interviewed. She reported that she has always worked but for very low wages. Although she wishes this job could be a permanent one, she wants to be a police officer and is hoping to be accepted into a training class.

Montgomery County is making a focused effort to change the concept of CWEP among both recipients and work-site employers. Many welfare recipients are familiar with the old work-relief concept of "working off" their grant and must come to view CWEP as the vehicle that will provide the opportunity to acquire work experience and some on-the-job training. CWEP site employers, used to thinking of CWEP as a source of no-cost workers, are experiencing difficulty in assuming a larger training role and dealing with the higher turnover among their CWEP placements.

Extended Benefits

As an inducement to participate, Work Choice offered extended Medicaid and day care benefits at the time of the CDHS visit. Clients who volunteered for Work Choice and obtained employment with earnings that made them ineligible for cash assistance could still

receive Medicaid and day care for an additional 12 months[8]. The authorization to provide these benefits is approved by IM upon receiving an employment verification form for the client. Work program staff are not directly involved in authorizing or monitoring extended benefits, but staff usually know from the amount of earnings and family size whether or not cash assistance will continue.

The program administrator believes that extended benefits did attract clients into volunteering for Work Choice. She would like to see a similar transitional period for housing and utilities subsidies. It is a real shock to a welfare recipient who had been required to pay only 15 percent of monthly income for utilities to receive a bill for the balance of the actual cost as soon as he or she becomes employed.

When asked if the county could operate either Work Choice or the mandatory program, which should it offer, the responses were varied. The administrator likes the mandatory requirement but would essentially eliminate exemptions based on the age of children. All recipients would be required to participate a few months after the birth of their child. She feels the longer clients receive ADC, the more difficult it becomes to break them out of that life style. One of the counselors was clearly in favor of Work Choice because of the higher motivational level of the volunteers. Another counselor chose the mandatory program because it serves a wider range of people.

Problems/Suggestions

In response to a question concerning especially difficult problems she might be encountering, the program administrator replied that her director will not let her think in terms of what she cannot do. She tries to find ways of working around any problems she has. As an example, she cited the low number of clients who report to the components to which they are assigned. She has asked two of her Job Club providers to follow-up with clients who are referred to them. First, they will remind the clients of the need to attend prior to their first scheduled class. Those who do not attend will be contacted in person to determine the reason why. If these contacts increase the number reporting, she will determine if similar methods could be used for scheduling assessment interviews. The number not appearing in response to the program's notification letter is so high that she has as many staff dealing with sanctions for no shows as she has conducting the interviews.

Suggestions for improving JOBS were as follows:

- Reduce the paperwork burden by adopting a uniform assessment tool that would be used across agencies

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[8]As of April 1990, the experimental assignment of clients to Work Choice was discontinued and extended benefits were made available to all ADC recipients in Montgomery County.

- o Adjust the present uniform $25.00 work program allowance to reflect the differences in commitment and effort required in the program components.

- o Increase the qualifications for IM workers. The work is far too complicated for the minimum qualifications now in place.

- o Eliminate monthly reporting of income. Most of the time, there are problems in adjusting the amount of the monthly check that cause the check to be late. Monthly reporting is the single biggest disincentive to getting clients into jobs.

- o Set a limit on the length of time a client can receive public assistance. Without a limit there is less incentive to prepare oneself to become independent.

- o Increase the emphasis on CWEP as training to overcome the old work relief concept.

- o Find ways to reduce the number of out-of-wedlock, teenage pregnancies. The infants of today's teenagers are the welfare recipients of tomorrow.

- o Involve clients in shaping the program.

The community representative interviewed stated that most people in the Dayton area are aware of the JOBS program components and agree with them in principle. In general, she feels the JOBS program is a step in the right direction. She believes that clients with a housing subsidy should continue to receive this subsidy for a time after employment is secured and that the utility repayment situation must be dealt with differently than it is now. Her suggestion was to provide continued financial support that would only gradually be cut back. In her opinion, Job Club is fairly successful; the Education and Training component needs more funding because the literacy problem, in some cases, is so severe; CWEP is not successful because the sanctioning process is too weak, the agency's supervision is poor, and it does not provide skill training; and the subsidized employment program is expensive. Suggestions made were to merge JTPA and the JOBS program, increase the interaction between JTPA and the employment service, find a way to increase the support and participation of the private sector, and improve procedures for gathering delinquent child support. More flexibility in spending funds so that clients could be treated as individuals and not lumped into categories was also suggested as a way to improve JOBS.

PERRY COUNTY[9]

Located in south central Ohio, Perry is a rural county that has suffered much economic distress in recent years. The county's 1988 population was 32,100. According to the most recent census data for Perry County, the poverty rate was 12.5 percent, 39.1 percent of the adult population had not completed the twelfth grade, and per capita income was the lowest of any of the demonstration counties. In June 1990, Perry had 850 ADC cases, a rate of 26.5 per 1,000 population, ranking second out of the 15 demonstration counties.

Almost one out of every four ADC cases (23.5 percent) are ADC-U, reflecting the high unemployment rate in the county, which in 1989 was 9.2 percent. At the time of the CDHS visit, one of the major employers in the county was rumored to be planning to close and another to be ready to lay off a relatively large number of employees. In a rural county with little industry, these job losses would have a major impact on the economy. Although some of those who would lose jobs would be eligible for unemployment compensation for six months, a portion of the total eventually are likely to be referred to JOBS.

Perry County was described by one staff member as having high unemployment, low educational attainment, and high illiteracy rates. Transportation is a problem: many clients are too poor to have working or dependable automobiles and public transportation is nonexistent. The work program has purchased two small vans to help transport clients to education and training programs. Some of the townships provide limited transportation for some components. However, when clients are ready to obtain jobs, they still have no automobiles, so transportation is a barrier.

During this site visit, project staff observed a group informing and individual interviews with clients; interviewed the work program supervisor, assessment workers, and income maintenance supervisors; and reviewed approximately 15 case files. The office conditions are crowded, allowing for little privacy in which to work with clients. A new facility is being planned that would provide much more space.

The JOBS program is understaffed. The staff is unionized, so the WP director is restructuring some positions to gain flexibility. Of the one full-time clerk and 75 percent-time assessment staff member who have most recently left their positions, only one fulltime position is being permitted to be filled. Between the CDHS director and the JOBS administrator is another individual who is in charge of social services.

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[9]CDHS visit: January 11, 1990; community interviews: June 20, 1990

Assessment/Assignment

The assessment interviewers were knowledgable about JOBS and dealt with clients in a professional manner. Perry County has a large proportion of long-term welfare cases. Because of the high illiteracy rate, many of the clients begin their particpation in the education and training component, working on their GED or in other adult basic education courses. The assessment workers talk with each client to determine her/his needs as well as preferences regarding type of assistance component most suitable, the client's education and employment background, and any type of barrier to reaching the goal of unsubsidized employment. Although the goal for the majority of clients is unsubsidized employment, a few clients, because of physical or mental disabilities, are referred to other agencies more appropriate to meeting their needs.

Approximately 75-78 percent of all ADC cases appear for orientation/assessment in response to the first notification, and 21-22 percent appear in response to subsequent contacts. Less than 1 percent are sanctioned for failure to appear.

The education and training component is receiving the most emphasis from the WP staff; this seems to be the area of greatest immediate need to make clients employable. As previously mentioned, many of the clients do not have high school diplomas; the majority of these individuals are enrolled in GED classes. Job Club, however, is viewed as instrumental in changing the attitude of recipients. The individual encouragement and support provided as part of this component is perceived to be of great benefit.

Overall, the JOBS program staff report receiving excellent cooperation from JTPA, OBES, and BVR. However, although their liaison with the Work and Training unit in ODHS is excellent, JOBS staff have had difficulty in getting information from other ODHS units.

As for the JOBS program itself, the regulation requiring the principle wage earner in an ADC-U family to work 16 hours per week has caused difficulties, as has the General Assistance requirement that all GAs between 19 and 40 who do not have a high school diploma or GED must go to school (this necessitates that all paperwork and assessements be redone). Some of the regulations seem to be counterproductive. For instance, an ADC-U primary wage earner working over 100 hours a month cannot remain on ADC, even if the amount of earnings is less than he was receiving on ADC. Problems exist with the proper handling of the grant amount when parents have been sanctioned for failure to comply. The amount of paperwork, in general, is something staff would like to see reduced. Also, random-moment sampling is viewed as providing a distorted picture of activities and as being one of the worst ways, relative to accuracy, to gather data.

Program Components

The program administrator estimated that 56 percent of his clients are assigned to CWEP, 33 percent to E&T, and 11 percent to Job Club. The CRIS data were very close to these estimates: CWEP 51 percent, E&T 35 percent, and Job Club 11 percent. Information on 463 clients was entered into CRIS for FY 1990. Appendix table A.25 shows the monthly caseload by component in Perry County.

Job Club is provided through the JOBS program. Formerly, this component was contracted to JTPA, but the cost, $350.00 per client, was believed to be excessive. Hence, the JOBS program is now offering it. At the time of the site visit, the actual cost to JOBS of having their personnel conduct Job Club in CDHS facilities had not yet been calculated nor had statistics regarding successful placements been gathered because the program was only in its second month. A new Job Club is begun each month.

Both of the WP staff who serve as Job Club instructors are certified to use the Azrin method. Clients receive 15 hours of classroom instruction the first week and then work for three weeks at 5 days per week, in job search. The program includes building self-confidence and self-esteem, using the telephone effectively, writing resumes and filling out applications, and interacting appropriately in an interview situation. Newspapers, a telephone bank, videotape equipment, and pencils and paper are available. In addition, the CDHS assists by producing resumes on personal computers and providing copies of the completed resumes.

The majority of clients (approximately 70 percent) are reported to have no disagreements with the JOBS requirements. Most are comfortable with Job Club. Counseling is provided through referrals to outside agencies for those who need it. Staff felt that extroverted clients fare better in Job Club than do introverted clients.

The area technical college is heavily involved in providing education and training to ADC clients from both Perry and Muskingum counties; about one-third of all enrolled students are ADC, GA, or JTPA clients. From Perry County, 17 ADC clients are enrolled in programs of study, such as mental health, criminal justice, accounting, occupational therapy, radiology, paralegal, and parks and recreation. All welfare recipients from both counties are assisted in their academic endeavors by (mandatory) participation in the Keys program. (The Keys program, funded through the Ohio Department of Human Services, is a response to the increased number of welfare clients attending the technical college.) This program provides the support services believed by the college staff to be essential to the retention of these students. ADC clients, in general, are reported to have problems with day care, transportation, self-esteem, balancing roles, grooming and personal hygiene, interpersonal skills, and basic skills. Only one individual has displayed a behavioral problem; the rest appear happy for the opportunity to receive education.

The CWEP site that was observed provides opportunities for developing good work habits and a good work ethic. The job skills learned are not high-level skills, but they are expected to be performed to a high degree of excellence. Some of the individuals quit and

some are told not to come back because they are tardy or perform the job tasks unsatisfactorally. Of those clients who stay on the job, all are good workers and are accepted by other employees. The city either can not or will not hire permanent employees, so there is not the feeling that these individuals are taking jobs away from regular employees. There is no direct cost to the agency for the CWEP workers. The only problem mentioned was the feeling that some of the local doctors will give unjustified medical excuses to clients to excuse them from participating at the work site.

The unsubsidized employment site selected by the JOBS administrator for the site visit was the director of the Perry County Department of Human Services. One ADC recipient has been hired to do microfilming and clerical. Little training was required because this individual had been "working off her grant" for about a year, thus being familiar with the job, and "works hard and keeps her mouth shut." She is currently earning $6.85 per hour plus benefits. ADC recipients are reported to want to work at the CDHS because of the good pay and benefits. The director is amenable to hiring more ADC clients as positions open. The director perceives that the effect of holding a job varies from one individual to the next but is, in general, pleased with the employee hired.

Transition to JOBS

JOBS has enabled the WP to provide day care, transportation (to a limited degree), and better service to ADC recipients than did the Fair Work program. Some degree of "turfism" on the part of IM workers has been experienced and communication regarding the changes in grant amounts (this impacts on the number of hours the recipients must work) has not been smooth. The major changes in relationships within the agency is that income maintenance no longer controls the CWEP sites or operates the program.

SEP has not been implemented in this county; the decision was made on the basis of it being too much work for the IM unit.

Problems/Suggestions

The IM unit staff fill out the referral forms to get clients to JOBS, and they must also deal with the consequences of sanctions, keeping track of who has been sanctioned and who has been removed from sanctions. Keeping the sanction list updated is a problem. The new sanction rules caused a need for additional training.

WP staff want information on how to access additional funds for the program, including matching funds, and to better understand the fiscal operation of the programs in general. They would also be willing to participate in training and mentoring staff in other counties as they prepare to implement JOBS.

PICKAWAY COUNTY[10]

Pickaway County is located in central Ohio, adjacent to and south of Franklin County. It is included as part of the Columbus metropolitan statistical area but is basically a rural county with a 1988 population of approximately 46,600. It has a number of large industrial employers, and many residents commute to Franklin County to work. This employment contributes to a per capita income of approximately $9,000 (in 1985) and an unemployment rate of 6.1 percent (in 1989). Pickaway had an ADC caseload of 681 in June 1990, of which 17.5 percent were ADC-U cases. This gave the county a rate of 14.6 ADC cases per 1,000 population, ranking it eleventh among the 15 demonstration counties.

The JOBS program uses the name "New Horizons" in Pickaway. It is organized as a separate unit whose administrator reports directly to the county director. In addition to the administrator, there are three employment services interviewers, an employment services representative, a clerical aide, and a part-time assistant. The interviewers conduct the individual assessments and subsequent case management for the clients whom they interview. The employment services representative is responsible for developing job sites for CWEP and monitoring the clients' performance at these sites.

Assessment/Assignment

When ADC applicants are interviewed to determine their eligibility, they are informed by the IM worker that they **may** have to participate in JOBS. They are required to sign a county form that indicates they understand their responsibility to appear for an assessment interview. The form lists the acceptable good cause reasons for failure to appear and states that verification of any of these reasons must be provided within seven days of the appointment.

Clients referred to the JOBS program are sent a letter notifying them they must appear for an assessment interview. Enclosed with that letter is a 13-page information packet about the program and a 4-page personal history questionnaire, which the clients are instructed to complete prior to their interview.

The JOBS administrator estimated that 50 to 60 percent of clients appear for assessment in response to their first notification, and another 30 percent appear after subsequent contacts. Clients who do not appear for their initial appointment and do not provide good cause reasons are permitted to sign a letter of compliance in lieu of being sanctioned. Of those who never appear, some are sanctioned, others move from the county, get jobs, or are found to be exempt from participation. In January 1990, four ADC cases out of a total caseload of 820 were being sanctioned.

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[10]CDHS visit: January 10, 1990; community interviews: May 3, 1990

The assessment process is divided into two parts that are conducted on separate days. The first part consists of a general explanation of the program and the clients' rights and responsibilities, which is conducted on a group basis. On the day of the site visit, this explanation took 40 minutes. Immediately following the explanation, the clients were administered the screening (Locator) form of the TABE. They were given a short break during which the screening test was scored. On the basis of their performance on the screening test, the appropriate level of the full TABE was administered. When the testing was completed, the clients were scheduled for individual interviews on a separate day.

Prior to the individual part of the assessment, the employment services interviewers reviewed the TABE results and the personal history form. The actual interviews took about 30 minutes and consisted mainly of the interviewers explaining what they thought the best assignments would be for the clients and filling out the forms to register the clients for those assignments. Reviewing information prior to the interview and completing and forwarding the paperwork following the interview took another 30 minutes.

It appeared to the observers that the interviewers had formed an opinion of the type of assignment appropriate to a client from their review of the personal history form and test results, and this was confirmed in debriefings following the assessments. The interviewers said that previous work experience, tested literacy levels, and educational attainment are the main factors that influence decisions about the component to which a client should be assigned. Clients with considerable work experience, especially if they have worked shortly before receiving ADC, are likely to be assigned to Job Club. Individuals with low literacy levels are assigned to ABE, or if their levels are very low, to the Literacy Council for one-to-one tutoring. Clients with higher test scores but lacking a high school diploma are assigned to GED programs.

The program administrator estimated that about 10 percent of the clients who are assessed are judged to be not job ready. The primary reasons are lack of day care or transportation and medical limitations. The social service unit of the CDHS will pay for day care while a client is attending ABE or GED classes but will not provide day care for Job Club or CWEP. There is no public transportation in the county. When possible, the JOBS program tries to use a transportation service provided by the community action agency.

An ongoing tally listed 244 clients assigned to program components in January 1990, the month of the CDHS visit: 45 percent in E&T, 40 percent in CWEP, and 15 percent in Job Club. The CRIS data for all of FY 1990 were similar: 41 percent in E&T, 35 percent in CWEP, and 23 percent in Job Club. The CRIS data indicated 429 clients were processed by JOBS in FY 1990. Appendix table A.26 presents the monthly caseload by components for FY 1990 in Pickaway County.

Pickaway County has no subsidized employment. The JOBS administrator said that this was a low priority in the county primarily because she was concerned it might damage relationships with JTPA. The JOBS administrator described her relationship with JTPA as excellent. She feared that if her program began soliciting employers for SEP, the JTPA

officials might view her as a competitor and be less willing to provide skill training for JOBS clients.

Program Components

The Job Club is conducted by the Pickaway County Community Action Agency (PICCA) under contract to the Private Industry Council (PIC) for JTPA Service Delivery Area #17. The community action agency receives about 10 clients from the CDHS per month. During the first week, each client receives 16-20 hours of group classroom instruction including writing resumes, filling out applications, preparing for interviews, budgeting, and career planning. This is followed by 8 hours per week for the remainder of the 60-day period of scheduled time in the resource room, using the telephones, typewriters, and newspapers to conduct a job search. Each individual is required to make at least 10 contacts per week during this period.

The agency reports no attendance, tardiness, or behavioral problems with any of the ADC recipients assigned to Job Club. Some individual counseling is provided by the agency's staff; some individuals are referred to other agencies for counseling. Agency staff report that many clients come in with an "attitude" of one sort or another but that, after the first day, clients become excited about Job Club. PICCA staff also report that they have a good working relationship with the CDHS and are able to talk through any problems.

As mentioned earlier, PICCA has a total of 60 days to work with and place Job Club participants. This time span is believed by PICCA staff to be too short for some clients who have what PICCA staff deem to be barriers to employment. The reported cost per client served averages $700 and the total reimbursement per placed client is $400. Consequently PICCA is subsidizing the JOBS program $300 per client enrolled. Payments are based on the following schedule: $100 per enrollment, $100 per program completion, and $200 per placement.

Job Club is believed by PICCA staff to have a more positive impact on individuals who have been on assistance for a short period of time. In general, ADC-Us have the shortest duration on welfare. However, many of the single mothers report having a difficult time adjusting to Job Club and as being able to benefit from a displaced homemakers' program.

ABE and GED programs are conducted by the Pickaway County Board of Education at high schools throughout the county. Clients with adequate literacy skills who desire occupational skill training are referred to the PIC if classroom training slots are available.

The GED program has been inundated with referrals from the CDHS in recent months. The program operates at six sites and has a budget of $40,000 per year from state and federal sources. More textbooks are needed, but the money is not available.

The perception of an instructor, who was interviewed by project staff, is that some of the ADC clients who are working on their GEDs are not doing so willingly. Their attitude toward education is believed to be "poor". Others are hesitant initially but are more enthusiastic once they begin to achieve. Some will require two years to complete the program; they have learning disabilities or are "slow" learners.

The instructor would like to see better communication between the GED program staff and that of the JOBS staff, as well as between the JOBS staff and the ADC recipients. (Some recipients blame GED staff for the infractions they--the recipients--commit and for the consequences that follow.) But most of all, the GED program would like financial support so they may buy more materials.

CWEP assignments are made to clients who have been out of school and unemployed for a long period and to those who have completed other components but still have not obtained jobs. For those with long periods without regular activity, the CWEP assignment is intended to determine if they will be able to meet the demands of programs that will require them to report at a regular time and to arrange for transportation and child care. For those who have completed other components without obtaining employment, CWEP is the employer of last resort.

The CWEP site visited usually has nine ADC clients assigned to it. The clients work as teachers' aides, which requires 1-2 months on-the job training, or in the kitchen, which requires 2 weeks on-the-job training. Sometimes, those doing the food service tasks also double as custodians. All CWEP workers receive an orientation. They generally work 3 weeks per month, September through June. Many return in the autumn. The major reason for leaving is if they are assigned to a training program. The work site supervisor estimates that, if they were being paid by the site for their work, the clients would receive between $4.00 and $4.50 per hour. The overall perception of the CWEP site supervisor is that the ADC recipients feel needed and see the importance of their tasks; they develop a sense of teamwork and can work with minimal supervision. There appears to be no friction between the regular employees and the CWEP participants.

In general, the ADC recipients work out well at this CWEP site. Some, however, are undependable and do not adhere to their schedules. They may show up late or not at all. Absences and late arrivals are reported to the CDHS. About 25 percent of the assigned clients who initially report for work eventually have to be reported to the county welfare office because of poor attendance or poor performance on the job.

The CWEP site supervisor is enthusiastic about the participation of her organization in the JOBS program. She believes that, on the whole, the people who are assigned to her are very capable individuals who are not aware of their potential. For the most part, the participants seem to enjoy participating. The group with the most difficulty in adjusting appears to be ADC-U males; it is believed that this group feels that this site is insufficiently masculine and that the pay rate, if they were regular employees, would be too low. To alleviate the image problem, males are usually assigned to custodial positions instead of as classroom aides or kitchen service.

The employer who was interviewed as part of the second site visit was very pleased with the performance of the three ADC clients he had hired. They perform general custodial tasks, and one assists with babysitting. These employees had been placed with this organization originally as CWEP participants. They had performed well and were hired as positions became available. They had received 8-12 hours of training over a 2-3 day period. This is about the same amount of training that any employee would receive.

The staff of this organization have had no trouble working with the employees who have been hired. Of those who have been there as CWEP participants, however, one had been smoking in front of the children, which is not permitted, and another had been suspected of stealing. Another CWEP client who was hired was let go when the background check revealed that he was still on parole. This was done with reluctance but on strong recommendation of legal counsel because this organization works with children.

The community representative interviewed during the second site visit was supportive of the idea behind JOBS, but not familiar with the details of the program. The attitudes that were expressed were not supportive of individuals who were receiving public assistance and these attitudes were thought to be representative of the community at large.

Transition to JOBS

The biggest impact of the change from Fair Work to JOBS was the number of clients to be assessed. This fell most heavily on the employment services interviewers who reported relatively little change in what they did but a major increase in the number to be seen. The administrator helped pick up some of this load by seeing many of the assessment-only clients.

Changes in the forms and codes used in CRIS to reflect mandatory/voluntary participation and the target populations to be served by JOBS caused some problems in Pickaway County. It was difficult to deal with these changes because of the relative inexperience of many of the IM staff and the shift to generic case management that occurred at the same time.

In Pickaway County it has not been necessary to prioritize the target populations established by JOBS because the program has been able to serve all who must participate. The employment services interviewers agreed that assessment was not the most time consuming part of their jobs. Case management--particularly sending and receiving documentation to verify that clients are carrying out their program assignments--takes more time than assessment.

Problems/Suggestions

The JOBS program administrator stated that her most difficult problem was SEP and job development. Her concern about possible repercussions with JTPA and the press of other requirements have caused her to not give this component the attention it needs. Her major suggestion for improving the program was one heard from many staff in different units in virtually all counties: standardize regulations and procedures across ADC, GA, and food stamps. The different provisions for these three programs make it very difficult to be fully informed on all three.

RICHLAND COUNTY[11]

Richland county is located in the northeast quadrant of the state and its major city is Mansfield. Richland's population, estimated at 129,000 in 1988, ranked in the middle of the 15 demonstration counties. In June 1990, it had a total of 2,316 ADC cases (18.0 cases per 1,000 population), of which 11.2 percent were ADC-U. Richland ranked ninth of the 15 demonstration counties in caseload per population.

Manufacturing is the dominant employment sector in Richland County. At the time of the previous site visit, the CDHS director believed that a large portion of the ADC caseload stemmed from undereducation and from the closing of several large manufacturing plants between 1980 and 1988. This trend has continued. In December 1989, General Motors laid off 1,800 workers; 500 of whom will be permanently laid off; the remaining 1,300 will probably be recalled. At the time of the CDHS visit in February, JOBS staff anticipated that White Consolidated Industries (WCI) soon would be laying off approximately 400 workers and would probably close permanently in the not-too-distant future. In an interview with a community representative in July, that figure was updated to 800 workers. The community representative also stated that another 550 jobs would be lost from two other companies. WCI did have grant money for a displaced workers program as of the February interview. However, there may be no jobs in the area for these workers to be hired into.

The JOBS program, Richland Works!, is operated as a separate unit. The administrator reports directly to the director of the CDHS. The staff under the JOBS administrator consists of one supervisor, four employment services interviewers, two employment service representatives, one special projects crew leader, and two clerical support staff. This averages out to one professional staff person (including the JOBS administrator) for every 235 ADC-U&R cases. At the time of the CDHS visit, space was at a premium, but the JOBS program staff was planning to move into a new building adjacent to the current facility that now houses income maintenance, supportive services, and the work program. JOBS staff voiced a concern about ensuring that communication systems are in place with the other units before the move occurs.

Assessment/Assignment

Staff in the intake unit of income maintenance give a brief description of the JOBS program to those recipients whose status makes them mandatory for either participation or assessment. Those who must participate are referred internally to the WP. The appropriate ADC recipients are notified by letter from the WP that they must appear for an orientation session. Approximately 50 percent of those notified to appear do so upon

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[11]CDHS visit: February 21, 1990; community visit: July 23, 1990

initial notification; another 25 percent appear in response to subsequent contacts; and about 25 percent are sanctioned for failure to appear.

At the orientation session (group informing), the work program components are explained, as well as Rights and Responsibilities, sanctions, grievance procedures, and good cause. The staff member who conducts the orientation session is the one who later meets individually with the recipients in that day's group. At the end of the session, before testing, recipients sign up for an appointment with that staff member on a separate day. The TABE Locator test is then administered.

The assignment of recipients to program components is done on a different philosophical basis, depending on the individual WP staff's point-of-view. According to some, Job Club is stressed for ADC cases. First, participation in Job Club is seen as moving people off ADC more quickly than any of the other components. Second, ADC recipients are seen as having more education and a better work history than general assistance recipients and, therefore, are also seen as better prepared to enter the work force. Other WP staff believe that it is the program's policy to not attempt to influence the recipient in any way regarding component choice; it is a decision to be made by the recipient solely. At the time of the site visit in late February, there were no openings in Job Club until May.

Once the individual has been assessed and assigned to a program component, the assessor no longer interacts with that individual. Instead, a program staff member who is responsible for the component to which the recipient is assigned works with that client.

Program Components

On the day of the CDHS visit the program administrator had to attend a meeting called by ODHS and was unavailable for an interview. Her two assistants were interviewed instead. When they were queried about the percentage of clients assigned to each of the components, they were unable to give estimates. The CRIS data for FY 1990 showed 55 percent to E&T, 28 percent to CWEP, and 16 percent to Job Club. There were no clients assigned to SEP. CRIS had data on 643 clients for FY 1990. Appendix table A.29 presents the monthly caseload by component in Richland County in FY 1990.

At the time of the community visit, Job Club was being provided in the Richland Works! offices by a consultant. The contracted rates for the consultant are $25.00 per contact hour during the classroom instruction phase of the Job Club, $22.50 per contact hour for follow-up, and $18.00 per contact hour for any other assignments that are mutually agreed upon.

A new Job Club begins once a month, and the average ADC enrollment is 8. For two weeks, classroom instruction is provided for 4 hours per day. After that, participants come in every Tuesday to use newspapers, telephones, go through mock interviews with staff and each other as well as real interviews with employers, and go out on real interviews. Videotape equipment is available for recording the mock interviews. The Job Club

instructor has developed a curriculum that includes how to write cover and thank-you letters, where to find job leads, how to conduct themselves during an interview, how to write a resume and complete an application form, and how to keep a job.

Although participation in Job Club results in a 76 percent placement rate, the retention rate is estimated to be 35-40 percent. The Job Club instructor felt that 98 percent of the Job Club participants would not find a job without the benefit of Job Club and, further, that clients would not be served by any other program in the county. The Job Club instructor also feels that the motivational aspect of Job Club and the personal interactions and support the participants receive are extremely important, and that participation does not seem to have a better effect on some welfare participants than on others. The interaction between the Job Club instructor and the Richland Works! staff is reported as being positive.

The education and training provider interviewed operates ABE/GED programs. Each month, attendance is checked on approximately 160 ADC/GA recipients. Usually, 100-120 clients have participated at sometime during the month; the average participation rate is 65 per day. Fifty-five percent of all individuals in the ABE/GED programs are at grade levels 0-4 and, although individuals other than welfare recipients are included in that figure, the service provider interviewed estimates that the majority of individuals at those grade levels are welfare recipients. Individuals functioning at these grade levels are more expensive to assist than those who function at higher grade levels. In addition to serving a large percentage of low-functioning clients, the number of enrollees has increased from 805 in FY 1987-88 to 1,120 in FY 1989-90.

For all these reasons, the ABE/GED budget is reported to be severely strained. Current funding sources include the Ohio Department of Education and JTPA. (JTPA pays a flat rate per JTPA client per month.) The CDHS has been able to provide only sporadic financial support for the services being used by the clients they require to use them. At the time of the community visit, the service provider and WP staff had worked together to gather evidence in support of a proposal to the Ohio Department of Education for funding for the ABE/GED program. However, even if this support is granted, the program administrator anticipates that the number of hours individuals are permitted to come in to study will be cut by 50 percent.

Another concern of the service provider is that a number of individuals appear to not be benefiting from the ABE/GED program, yet are required to participate. A more appropriate placement may be a literacy program. Not only are some individuals believed to have been inappropriately placed into ABE/GED, but some individuals really do not want to participate and others have emotional, physical, or substance abuse problems that interfere with learning. All of these problems make it more expensive to operate the program because people with problems have more difficulty in focusing on learning.

The CWEP site visited was delighted with the ADC recipient who was working with them and would like more to help cover for vacations and sick leaves. No difficulty was reported with either the individual or the WP. The ADC recipient is being encouraged to take Civil Service tests and to apply for openings within the agency.

The employer interviewed as part of the community visit has developed a negative view of employing individuals referred to them by the Job Club instructor. The retention rate has been poor; the employees cite low pay and poor working conditions as their reasons to quit. However, the employer believes these individuals do not like having to be at work every day. To make the situation worse, no notice is given of their intent to quit; typically, these individuals simply stop showing up. One did not even return to pick up her final pay check. The pay for the entry-level jobs for which the ADC clients qualify starts at $3.65-$4.00 per hour, but they are eligible for promotion and salary increases at the end of 3 months. The foremen, who do the interviewing and hiring, do not know who is a welfare recipient and who is not. The employer would like the WP staff to screen the individuals who are sent to her with a recommendation from the Job Club instructor to ensure that they are really motivated.

The community representative interviewed during the course of the community visit is aware of the JOBS program because he has personal friends who work in the program. The majority of people, however, are not, in his opinion, aware of Richland Works!. The program is producing results, but is doing so quietly and slowly. According to the community representative, Richland Works! placed 45 people in jobs during the past year. This figure is lower than the one given by the Job Club instructor; the discrepancy may be due to looking at different reporting periods. The community representative believes JOBS is a good concept and believes that the individuals in the community who are aware of the program are supportive of it. It is, however, believed to be an expensive program that eventually will have to be justified.

Transition to JOBS

The transition from Fair Work to JOBS was viewed as a smooth one. Increased paperwork and the need to coordinate between units were believed to be the biggest difficulties. JOBS is also seen to have required changes in forms and documentation.

Under JOBS, the work program is able to provide day care, a van and a truck for special projects, and to pay for education and training, equipment, uniforms, and shoes that are needed by the recipients so that they can work.

Problems/Suggestions

More education and training slots and Job Club slots are needed to meet the needs of the clients. The Work Program hopes to be able to provide Job Club in-house for clients when they move into the new facility and have the room to do so; they believe it will be less expensive that way.

The sanctioning process was considered a problem by more than one WP staff person. Some believe the first sanction should be mandatory--that recipients not be allowed to sign a letter of compliance. Other staff noted that the WP does not always receive

notification from IM that the paperwork to sanction a case has been completed. Some staff members feel that the same rules and regulations should be applied for all programs.

The addition of 46 staff to the agency (staffing rose from 70 to 116) has caused a greater need for training than has been supplied. This is especially true in ongoing income maintenance.

The lack of the timely receipt of 6802s has presented problems, especially because of the treatment and control designation. Staff voiced the belief that this was one reason that they were unable to process clients as quickly as they might have.

It was suggested that the agency could function more efficiently if the number of forms was reduced. The major difficulty other units have with the JOBS program is the amount of paperwork. If the forms could be simplified and the number reduced, work would become more efficient.

SENECA COUNTY[12]

Seneca is basically a rural county located in the north-central part of the state about 20 miles south of Lake Erie. The county seat is Tiffin, a city of about 20,000 and the total county population in 1988 was estimated to be 61,800. In June 1990, there were 982 ADC cases in Seneca (20.3 percent of which were ADC-U), giving it a rate of 15.4 per 1,000 population that ranked it tenth among the 15 demonstration counties. In 1989, the unemployment rate in the county was 7.7, which was 2.2 percentage points higher than the state average and virtually the same as in 1988, when some manufacturing employers in the county had closed. The JOBS administrator reported total caseload in the county, ADC, GA, and FS, was rising at the rate of 2 percent a month.

The JOBS program is part of the IM unit. It has five staff members: the administrator; an assessment interviewer; an individual who acts as CWEP coordinator, education and training monitor, and back-up assessment interviewer; a clerical aide; and a CWEP crew leader who had recently been hired. The program planned to add an additional assessment interviewer within two weeks of the site visit.

Assessment/Assignment

Appointment letters for assessment interviews are sent to clients after a 6802 form is received from ODHS. No internal referrals are made from IM to the JOBS program. This is unusual among the low population, rural counties visited for this study, particularly since JOBS is part of IM. The JOBS administrator said the reason referrals are not made is that IM is understaffed and has not been trained in the forms and procedures to coordinate with her program. A 10-page information booklet about JOBS is sent with the appointment letter.

Eight assessment interviews are scheduled each day Monday through Thursday, and usually three to four clients report for their appointments. Those who do not report or provide good cause within seven days are sent a 4065 form. When they receive this form most contact the office to reschedule their appointment, and when they report, they must sign a compliance agreement. The administrator estimated that less than 5 percent actually have their cash assistance reduced for failure to report for assessment.

On the day Seneca County was visited, schools had been closed because of an ice storm and only one of the scheduled appointments was kept. This was an ADC-U husband and wife. The assessment interviewer conducted a 40 minute orientation for this couple. The orientation included a review of the JOBS components and of the various agencies and schools in the county who provide services for JOBS clients. Rights and responsibilities,

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[12]CDHS visit: February 15, 1990; community visit: August 6, 1990

sanctioning, and grievance procedures were explained. Because this was an ADC-U case, the 16-hour-per-week work requirement for the primary wage earner was emphasized. The clients sat passively during the orientation and asked no questions.

Following the orientation, the Wide-Range Achievement Test (WRAT) was administered by the program aide. This consisted of a spelling test (25 minutes), a mathematics test (10 minutes), and oral reading of words by the clients (2 to 3 minutes each). The husband performed so poorly on the reading test he was given another short screening test for dyslexia.

After a 10-minute break, the assessment interview began and lasted 30 minutes. Neither the husband or wife had completed high school. It appeared as if the husband was either retarded or had a learning disability. He claimed he was "kicked out of school" while in the eighth grade, because "they told me I couldn't learn any more." He had attended a training program at the county joint vocational school but did not complete it. He had worked one year in a foundry and at the municipal garage under a program conducted by the multicounty community action agency. The wife had never held a regular job. The husband's driver's license was suspended until he paid an outstanding fine.

The interviewer recommended that the husband begin receiving tutoring in reading through a project conducted by the city library and that he fulfill his 64-hour work requirement through a CWEP assignment. This was agreeable to the husband although he did not see his lack of reading skills as a real problem. He said his "old lady" helps him out, and indeed she did. The wife filled out any forms that had to be completed during the interview.

The couple's youngest child was only two years old and the wife declined to volunteer for JOBS. She said she did not know why she had to be assessed because doctors had declared her totally disabled as the result of an automobile accident. She has brain damage that causes her to pass out without warning.

Program Components

The program administrator estimated that about three-quarters of the clients assigned to components enter education and training programs and most of the remainder go to CWEP. The CRIS data for FY 1990 showed CWEP received the most assignments, 57 percent, E&T 31 percent, and Job Club 12 percent. Part of the discrepancy between the administrator's estimates and CRIS is due to Seneca County's requirement that clients also perform CWEP assigments if their E&T hours do not satisfy the number of hours they must participate in JOBS each month. CRIS had information on 244 clients for FY 1990. Appendix table A.32 presents the monthly caseload by component for Senceca County in FY 1990. There appears to be underreporting in the first three months of the fiscal year.

Education and training are mainly ABE and GED programs conducted by the public schools. The JOBS program buys any workbooks needed by clients attending these programs. Clients with very poor reading skills are assigned to Project Read, an individualized tutoring program that is run by the Tiffin Public Library.

The GED/ABE program has grown rapidly during 1990. Facilities are now open 30 hours a week instead of 12 hours a week. Of the 353 enrollees, 200 are ADC and GA; 188 of these are from Seneca County. Approximately 25 percent are working toward a GED; the remaining 75 percent are working at the 5th to 8th grade level (remediation). The instructor interviewed estimated that 30 percent of the ADC clients do not possess the ability to ultimately obtain a GED. Each client is provided with approximately $125 worth of books. JOBS does not provide any other financial support and the GED/ABE program has requested and received additional funds from the Ohio Department of Education.

Some problems with clients have been experienced, such as taking breaks too frequently, excessive talking, appearing in class under the influence of alcohol or other substances, and expressing dissatisfaction with being in the GED/ABE program. JOBS staff were reported as being helpful and supportive.

The JOBS program has 25 CWEP contracts and about 50 actual work sites. The program has recently hired a crew leader who will transport and supervise a work crew that will perform building maintenance and repair for the county. About half of those working in CWEP assignments also attend education or training programs.

The CWEP site visited as part of the community site visit had two ADC recipients assigned to it. The types of work assignments ADC clients might receive include building maintenance, clerical, cleaning, reception, and classroom assistant. The amount of on-the-job training required varies with the job, but generally runs from 10-15 hours. The starting wage for these jobs is estimated to be $6.00 an hour. The amount of supervision that is provided depends on an individual's needs.

The success of ADC recipients at this site has not been uniform. Because the site is a social service agency and some of the tasks involve contact with the public, an attitude of professionalism is expected. Some ADC clients can maintain that attitude but others cannot. Occasionally clients also bring to the agency their own personal or family dysfunctional behavior. This has caused complaints from the regular employees. It was estimated that about 75 percent of the ADC recipients assigned to this site work out well.

Although the agency does not incur direct costs relative to these workers, they do incur the indirect costs in time of training them. Therefore, the agency director prefers that CWEP workers not be assigned to the agency for short periods of time. In general, the communication and interaction with the JOBS staff has been positive and congenial. The sole suggestion related to appropriate dress for the ADC recipients; many do not own appropriate office clothing.

Few clients are assigned to the Job Club conducted by WSOS, a community action agency, because there is a waiting list and the clients must be job ready. The agency charges the JOBS program $425 for every client who completes the club and an additional $100 for every client who obtains a job which he or she keeps for 30 days. The administrator said she would like to run her own Job Club but does not have space to do so in the present facility. Formerly, Job Club was contracted through the local PIC to WSOS; now, the contract is directly with WSOS. The Azrin job search materials form the basis of the Job Club curriculum; however, this material is updated as staff finds appropriate material. Previously, Job Club was only two to three weeks in length. With the change from Fair Work to JOBS, the length was changed to 75 hours. Thus, now Job Club participants attend sessions for two and one-half hours per day, five days a week, for two weeks. During this time, they are given intensive instruction on a number of topics, including writing cover letters, writing resumes, filling out job applications, using the telephone as part of the job search process, using the library to collect information about different companies, interviewing for a job, and how to keep a job. The Valpar Interest Assessment instrument is used to help them determine their career interests. During the third and fourth weeks, clients work on their own but are supervised by WSOS staff. At the end of that time, they are encouraged to work with a Job Development Specialist if they still need assistance. At the end of six weeks, the Job Club coach contacts participants once every two weeks.

Problems with ADC recipients were reported to be minimal, and no problems were reported relative to interaction with JOBS staff. The major problem is that the economy of the county is stagnant, and jobs are difficult to find. ADC recipients who do not find a job within the allotted time are frequently then assigned to a CWEP site. This, in the opinion of the Job Club coach, makes it difficult for the individual to job search. More training opportunities are believed to be needed as well as more appropriate job site placement.

Only one ADC recipient had been hired by the unsubsidized employer interviewed as part of the community site visit. The recipient was hired as a classroom aide. Unfortunately, that individual's employment was terminated because of inappropriate behavior in the workplace. Even so, the agency director would still consider hiring another ADC recipient, but would screen more carefully and ask that the JOBS staff do likewise. The agency was not offered any incentive by the JOBS staff to hire this individual.

Transition to JOBS

Prior to July 1989, the work program in Seneca County has been concentrating on ADC-U and GA clients. ADC-U clients were emphasized because the program staff felt ADC-Rs would overload the day care capacity in the county. With the JOBS requirements, more ADC-R clients are being assessed and more are being assigned to CWEP. More ADC clients are needed in CWEP because of the new legislation that requires some GAs recipients who do not have a high school diploma to be assigned to ABE or GED classes. Testing of basic skills also started with JOBS.

Problems/Suggestions

Even though the JOBS program is administratively part of IM, communication between program staff and IM case workers is not good. The JOBS staff attributes the poor communication to the heavy workload everyone, IM and JOBS, must carry. Both functions are understaffed and IM has many inexperienced case workers who have not been fully informed about the JOBS program and their responsibilities concerning it. Even if communications were better, the JOBS staff felt the case workers would have difficulty responding to requests because of the demands of the IM caseload. As noted, Seneca was the only county with less than 1,000 ADC cases that used the 6802 generated by ODHS to schedule clients for assessment interviews rather than internal referrals from IM.

The sanctioning process was a major concern in Seneca, perhaps because it adds significantly to the paperwork for both the JOBS program and IM without seeming to have much impact on client behavior. The most frequent reason by far that clients are notified of intention to sanction is failure to appear for assessment interviews. After all the necessary notices have been sent, all a client has to do to avoid a sanction is sign an agreement to cooperate. This in the words of one of the JOBS staff "makes sanctioning a joke." In addition, all sanctions and intentions to sanctions issued between December 1988 and July 1989 had been voided. This contributed to the staff's dissatisfaction with the process.

Heavy caseloads, slow response to requests and weak sanctioning procedures result in the JOBS staff in Seneca feeling they do not have the support of the rest of the agency. They think the JOBS program is an important one, but they see themselves as not receiving the resources or support needed to realize the program's potential. One of the staff members summed up how the others felt: "We are not falling down the hill anymore, but we are still at the bottom."

STARK COUNTY[13]

Stark is a metropolitan county with three fairly large cities (Canton, Massilon, and Alliance) and is located in northeast Ohio. The 1988 population was estimated to be 374,500. In June 1990, Stark had 7,217 ADC cases, of which 12.0 percent were ADC-U. Its rate of 19.3 clients per 1,000 population ranks Stark County seventh among the demonstration counties. The average monthly unemployment rate during 1989 was 6.0 percent, one-half of a percentage point above the state average.

Along with Montgomery County, Stark was the only other demonstration county to have been operating a program for ADC recipients prior to 1989. This program, however, was established to serve only ADC-R clients with children over the age of 14. The demonstration is serving ADC-R clients with children 6 to 14. ADC-U cases were not originally included and still are not being included in the demonstration.

The work program is a separate unit within the CDHS and its administrator reports directly to the CDHS director. In addition to the usual work program components (Job Club, education and training, community work experience program, and subsidized employment program), the unit also administers the Ohio Homemaker/Home Health Aides (OH/HHA) program. Not counting OH/HHA staff, the table of organization shows the work program as having 50 slots, with 11 of those slots unfilled. There are six sections within the WP unit: Data Management/Reception, Assessment, Community Work Experience Program, Job Club/SEP Job Development, Education/ Training and IM Coordination, and Ohio Homemaker/Home Health Aide and Employment Barriers. Employment Barriers was added since the 1989 site visit. Its purpose is to work with those individuals who are not job ready because of serious barriers, such as mental or physical health, substance abuse, or unstable family situation.

Assessment/Assignment

As noted above, in Stark County only ADC-Rs are involved in the demonstration program. Those with children aged 1 through 5 are brought in for assessment only; those with children aged 6 through 14 are brought in for assessment and manadatory participation.

During intake or redetermination, IM workers decide if the recipient is required to come in for assessment. If so, the recipient is told that he/she will be receiving a letter requesting that they appear for an interview. Approximately 50 percent appear in response to the first notification; another 40 percent appear in response to subsequent contacts; and about 10 percent are sanctioned for failure to appear. Those who will be participating are

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[13]CDHS visit: March 8, 1990; community interviews: June 28, 1990

given a brief explanation of the WP. Those ADC recipients who are part of the control group (as determined by examining their social security number), are requested to fill out a BIF, which is then sent to the WP.

The orientation/assessment sessions are scheduled hourly, at 8:45, 9:45, 10:45, 1:30, and 2:30. For each session, eight to 10 recipients are scheduled for the six interviewers. The recipients first view a 15-minute videotape that explains the components and the Rights and Responsibilities form. During the time the recipients are viewing the film, each interviewer reviews the file(s) of the recipient(s) he/she will be interviewing. In the 45 minutes remaining in the schedule, the interviewer meets with one to two recipients, and completes the necessary paperwork associated with the case(s). From the client's perspective, this procedure was found to be the most efficient in the 15 counties visited. Only one trip to the program was necessary and the amount of waiting time was minimized.

During the assessment interview, the recipient signs the acknowledgment and background information forms. The interviewer reviews the personal information form and asks questions to clarify where necessary. The interviewer and recipient discuss the component in which the recipient will be placed. The interviewer asks the recipient to sign both the employability plan and the assignment form.

Because of the efficiency of the Stark County method of scheduling, it was possible for the visiting team to observe six assessment interviews. Four of the interviews were with females in their twenties. Two of these clients were already attending occupational training programs and their employability plans were simply to continue their present programs. The other two were interested in receiving training, one in office occupations and the other in something related to health care. Both of these clients were advised to check with the JTPA office to determine the availablity of such programs. Their immediate assignment was to be CWEP, but one expressed a preference for Job Club and was so assigned.

The other two clients were also female, but somewhat older. One was a grandmother who had legal custody of her six month old grandchild. Because she had responsibility for this child, she was exempt from participation. The sixth client was more uncertain in her occupational preferences and was assigned to CWEP. The main reason the interviewers gave for the CWEP assignments was that the clients lacked work experience.

At the time of the CDHS visit, the JOBS program was not testing all recipients. Clients assigned to education and training were tested before beginning classes. Testing was scheduled to begin for all clients in April 1990.

Program Components

Stark County prepares an annual report on its JOBS program that indicates the number of clients that have been served. This report does not, however, separate out ADC clients from GA and Food Stamps, nor was the program administrator able to estimate how

many ADC clients were assigned to different components. The 1989 report indicated that 1,148 clients were enrolled in education and training programs, three-fourths of whom were in ABE/GED classes, and a monthly average of 829 clients scheduled to work at CWEP sites. The CRIS data for FY 1990 showed 1,618 ADC clients processed. Of those assigned to components the distribution was 57 percent to E&T, 30 percent to CWEP, 12 percent to Job Club, and 1 percent to SEP. Appendix table A.34 presents the monthly caseload by component for Stark County in FY 1990.

An interview was conducted with a representative of the ABE program from the Canton City Schools which in June 1990 had 569 JOBS clients enrolled. The school representative did not know what percentage were ADC. The ABE classes in this system meet two days a week for two hours a day.

In general, the ABE representative felt that most JOBS clients were good students and appreciated the opportunity to get their GED. About 5 percent, however, resented the fact they had to attend and did not apply themselves. This caused some problems, especially among the nonJOBS students who had voluntarily chosen to attend these classes. The schools tried to deal with this problem by not assigning too many JOBS clients to any one class.

The large number of JOBS clients was putting a strain on the ABE program, and the city schools were requesting additional financial assistance from the Ohio Department of Education, not from the CDHS. The schools had had a contract with the CDHS in the 1988-89 school year to defray some of the cost of the JOBS clients, but this had not been renewed for the 1989-90 year. The number of JOBS clients has caused a record keeping and reporting burden which the schools were still struggling with.

Interviews were conducted with two ADC clients enrolled in the Canton City Schools GED classes. One was accepting, if not enthusiatic, about her participation. When interviewed in June 1990, she had been attending since September 1989. She felt the program would help her get a job "later on." The other client had been attending almost two years and had taken the GED practice test. She was just six points below the passing score. Despite how close she was to earning her GED, she did not feel the classes were the best assignment for her. She would have preferred to be receiving some on-the-job experience.

CWEP is the second most frequent assignment in Stark County. The 1989 annual report indicated that an average of 829 clients were assigned each month to 124 CWEP sites. The site that was visited is a hospital. This site has had excellent experiences with its CWEP clients. The hospital has an extensive volunteer program with approximately 1300 people participating, and the CWEP clients are treated like all other volunteers. They are interviewed by the volunteer coordinator (a full-time, paid member of the hospital's staff) before being accepted, and assigned to a variety of tasks throughout the hospital. Out of eight who have been assigned, only one had to be removed because of absenteeism.

The CWEP client interviewed at this site was the only client interviewed in the 15 demonstration counties that was a college graduate. He had a degree in computer science and worked in the computer area for the hospital. He did not discuss why he was receiving public assistance except to refer to "personal setbacks." He liked his work and hoped it would lead to a regular job. He felt he had been treated fairly by the JOBS program and viewed the work requirement as a reasonable expectation of a recipient.

The Job Club in Stark County is run by the JOBS program and is one of the longest, in weeks, of the clubs in the 15 demonstration counties. At the time of the CDHS visit, the club met for six weeks, but at the time of the community interviews, the supervisor was planning to extend it to eight weeks. Under both plans, the first four weeks consist of four days of classroom instruction for about two an one-half hours per day. The usual Job Club topics are covered. Stark County does videotape and critique mock interviews.

The final weeks of the club are mainly spent in telemarketing to identify job leads. Clients are required to have 10 potential leads and to make 3 to 5 actual contacts per day. In the final two weeks, Stark County makes more efforts than other counties to be sure the club members are aware of the services available from the Public Service Assistance Office of the Ohio Bureau of Employment Services.

At the request of the evaluation team, the Job Club supervisor prepared a special report of the number of clients served by Job Club in the period January through April 1990. The report did not include the number enrolled, but did indicate that 28 ADC recipients had completed the club and 25 had obtained jobs. This is a very high placement rate, but the number served seems low. Additional contact with the supervisor indicated that during this four month period, 8 clubs were conducted, two per month, with an average initial enrollment of 15 to 25. Less than 50 percent of those originally enrolled apparently completed the club.

Three Job Club members were interviewed. One, when she was informed the interviewer was from Ohio State University, used the networking skills she had learned in Job Club: she asked if there were any jobs available at Ohio State. (The interviewer sent her the weekly posting of job openings when he returned to his office.) All three were generally positive about the Job Club, but two admitted that they became discouraged when their many employer contacts did not lead to any interviews.

Two of the club members had completed business programs at a proprietary school in Canton. They were disappointed that their certificates from that school did not lead to employment. One said that a potential employer "laughed" when she showed him her certificate. On the basis of the experience of these two clients, the effectiveness of this school in serving low-income students should be examined carefully.

One SEP employer and the client who had obtained his job through this program were interviewed. The SEP employer was the county government, and the employee performed janitorial services. He had initially been assigned to work for the county as a CWEP client and had so impressed his supervisor that a SEP contract was arranged. At the completion of the contract, the worker was hired as a regular employee by the county.

One of the responsibilities of this former SEP client is supervising current CWEP clients assigned to assist him. His comments about the performance of CWEP clients were among the most critical heard in any of the 15 counties. He was especially critical of the high no-show rates, which averaged about 50 percent of those assigned. He, like the CWEP supervisor in Lawrence County, said few of those who do report are willing to work. Many consider the nature of the work, such as cleaning toilets, "beneath them." This comment about the work performance of CWEP clients was in contrast to most other counties where those who report to their assignments usually perform satisfactorily.

Transition to JOBS

The transition from Fair Work to JOBS was reported as being smooth. The difficulties that were described were those relating to retraining, new rules and regulations, more paperwork per case, sanctioning procedures, and more recipients to assess. One individual attributed the smoothness of transition to Stark having previously been a WIN county.

Problems/Suggestions

As is true in other counties, staff find it difficult to coordinate the sanction of a recipient when he/she is participating in more than one welfare program. The interpretation of rules and regulations were not always clear to WP workers and some felt that ODHS had not been sufficiently responsive to their inquiries.

Insufficient staff is another problem mentioned by WP staff. A hiring freeze has left 11 vacancies in a work program staff that should number 49. In other words, WP staffing is down almost one-fourth. This situation is aggravated by the fact that the WP is trying to assist some of the long-term, "hard-core" unemployed.

The income maintenance staff has not increased in size despite an increase in applications of 12 percent. Coupled with the increased paperwork resulting from sanctions and work allowances, IM staff are probably as stressed as the WP staff. Relationships between the two units are, however, reported to be excellent.

SUMMIT COUNTY[14]

A metropolitan county in Northeast Ohio, Summit had a 1988 estimated population of 514,800 (5th largest in the state). The major city in the county, Akron, has suffered serious economic problems with the decline of Goodyear as well as other manufacturing firms. Although its economy is recovering somewhat in the service sectors, Summit had the largest population decline between 1980 and 1988 of any of the demonstration counties. Like other urban counties in the state, Summit has a relatively large minority population, a high per capita income, and relatively high educational attainment. In June 1990, it had 11,638 ADC cases of which 8.8 percent were ADC-U. This gave Summit a rate of 22.6 ADC cases per 1,000 population, ranking fourth among the demonstration counties. In 1989 its unemployment rate was 5.4 percent, virtually identical with the 5.5 percent rate for the total state.

Many differences were noted in the Summit County JOBS program since the previous visit. The number of JOBS staff has nearly tripled, from 32 to 90. Two layers of management have been added in the past year. The JOBS administrator, titled the JOBS Deputy Director, reports to one of two assistant directors, who reports to the CDHS director. The JOBS administrator had been appointed since the last visit.

One JOBS manager is a Social Program Administrator and is responsible for the four units that were in place last year (Assessment, Job Club, CWEP, and Monitoring/ Tracking), plus Supportive Services. The second JOBS manager is a Management Analyst and is responsible for Quality Assurance, Employment Resources, Job Training, and Education and Training.

In addition to the changes in management structure, the CDHS had in January 1990 divided IM into intake and ongoing units. This change added to the difficulties of communicating and coordinating on those activities where IM and JOBS must work together.

Assessment/Assignment

Clients are sent a letter scheduling them for an assessment interview after a 6802 form generated by ODHS has been matched with a 2109 form initiated by IM. At the time of the site visit, there was a backlog of 300 to 400 IM referrals for which 6802 had not been received. Enclosed with the appointment letter are a nine page information booklet about JOBS, a personal history questionnaire, and a BIF.

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[14]CDHS visit: March 7, 1990; community interviews: June 27, 1990

At the time of the visit, the JOBS program has been scheduling about 150 interviews a day, but the number actually assessed has only been about 60. The number of completed interviews as a percent of the number scheduled has been a fairly consistent 35 to 40 percent since July 1989. Staff in the Employment Resources unit have recently begun contacting clients by telephone to remind them of their appointments. There has not been sufficient experience with these contacts to see if they increase the number who report at their scheduled times.

The number of clients to be notified that they may be sanc tioned for failure to appear has overwhelmed the capacity of the two IM workers assigned to work with JOBS. When the program was visited, there was a backlog of over 600 unprocessed requests for sanctions. Despite this backlog, 1791 GA, Food Stamps, and ADC recipients were sanctioned from July 1989 through January 1990. ADC cases represented only 7 percent of those sanctioned during this period, however.

Clients who do appear for their interviews are shown a 15-minute slide-tape presentation about the JOBS program. There are plans to replace this with a videotape presentation. After this presentation, the clients are called for individual interviews in the order they signed in, except for those with special barriers to employment. Testing was not being conducted when the program was visited, but there are plans to administer the TABE Locator test as part of the assessment process.

Summit County has attempted to increase the efficiency of its assessment process by designating some of its interviewers to work only with clients judged to have special barriers to employment. The judgment as to who has special problems is made by the receptionist from a review of the Participant Information Form completed by the client. The special interviewers see fewer clients, but they are the clients who need the most attention. This scheduling process also allows the other interviewers to see a greater number of regular clients, because these clients do not require as much of the interviewers' time.

At the time of the visit, dividing clients in this way was not achieving its intended results. The main problem was that the clients identified as having special problems had to wait longer to see an interviewer. They saw clients who arrived after them being interviewed before them and this made them angry. The site visitors had the impression that this procedure was likely to be discontinued.

Summit County has the most detailed instructions on how to conduct an assessment interview of any of the counties visited. These cover the criteria to be used in determining if clients have special barriers to employment or are not job ready and guidelines for assigning clients to components. Both these guidelines and questions asked of the assessment interviewers indicated that educational attainment and work history are the most important factors in deciding an assignment to components. Clients without a high school diploma are likely to be assigned to education and training. Clients with a good work history, including recent employment, are likely to be assigned to Job Development, Job Club, or SEP.

Program Components

Administrator estimates of the percentage of clients assigned to different components were not obtained in Summit County. The CRIS data for FY 1990 showed a heavy reliance on E&T, 70 percent, with CWEP receiving 19 percent, Job Club 11 percent, and SEP 1 percent. Information presented below suggests the CRIS data underreport the number in SEP.

Summit County experienced the largest increase in the number of clients entered into CRIS from FY 1989 to 1990. The CRIS data for 1989 was based on 5 months and had data for 125 clients. The CRIS data for 1990 had information on 2,282 clients. Part of this increase represents more clients served, but a large part reflects a major effort to reduce the backlog of records to be entered in the system. Appendix table A.35 show the monthly caseload by component in Summit County for FY 1990.

Unlike most of the other demonstration counties, Summit has made a major effort to develop SEP jobs. Its Employment Resources unit has 14 staff members who are responsible for job development and for matching job-ready clients with job openings. At the time of the site visit this unit had made 83 placements, 50 in subsidized jobs and 33 unsubsidized. Over 200 employers had been contacted to develop these placements. The problem the unit has encountered is that employers want immediate referrals, and the JOBS program often does not have clients with the skills required to fill the openings identified.

Job Development is a unique program component in Summit. It is essentially an individualized job search with the assistance of a staff person from the Employment Resources unit of the JOBS program. Employment Resources contacts employers to identify job openings suitable for JOBS participants. Clients who are interested in working and have special skills are referred to Job Development to find employers seeking these skills.

A subsidized and unsubsidized employment site were visited and interviews conducted with supervisors and clients. The subsidized site was a day care center that had all the features one would want to see in a SEP placement. The director was concerned about the clients as persons and provided professional training approved by the National Association of Early Childhood Education that led to certification. The center had hired as regular employees, 10 clients who had been under SEP contract and all but one were still employed.

The SEP client who was interviewed appreciated the supportive atmosphere this employer created. She said she, and many other ADC clients she knows, would rather work than "wait for a check." For this client, the best part of her job was the training she had received: "Now I don't feel, God, I don't know anything."

The unsubsidized employer was a company that provided a service to businesses throughout the state. The plant manager had hired about 10 clients through the JOBS program and was very pleased with the quality of workers who were referred. He initially

heard of the JOBS program through a visit from job developers from the Employment Resources unit. He finds that the clients are glad to have a job and more likely to stay with the company than workers hired off the street. The entry-level jobs at this company pay only $4.10 an hour, and the plant manager has hired or interviewed every client the JOBS program has been able to refer.

When the plant manager was asked if there were any assistance he would like to receive from the JOBS program, he had the most unusual request encountered in all the community interviews--he would like the program to have a better method of identifying cross-dressers because they cause a rest room problem. Neither men nor women want men who wear women's clothing to use their restrooms. He said he can usually identify cross-dressers when he interviews them, but he is afraid to deny them jobs because he might be charged with discrimination.

Both of the clients who worked for this employer credited the JOBS program with "opening the door." Both of these clients had been GA recipients and even at $4.10 an hour these jobs yielded considerably more money than their assistance. While they liked their jobs and the way they were treated, they wished the program could provide access to better paying jobs.

The JOBS program conducts its own Job Club and also refers some clients to the Job Club run by the Private Industry Council for SDA #22. It has not referred many because it has had difficulty in filling its own club openings. The contract with the PIC will probably not be renewed when it expires on June 30, 1990.

Six staff work in the Job Club unit. A new club starts every two weeks with 15 to 20 clients who meet for morning or afternoon classes for 2 weeks and then engage in an active job search for the remaining 6 weeks of the club. The supervisor of this unit reports that about half of the participants find jobs through the club. Those who do not obtain jobs are reevaluated and may be referred to education or training or to Job Development for the more individualized assistance in job seeking that unit can provide. Often those who are unable to find jobs have alcohol or drug problems that were undetected previously.

Summit County conducts on-the-job training (OJT) programs in microfilming, landscaping, and janitorial occupations. These are basically CWEP assignments with the county, but they provide more structured training than the usual CWEP positions. Goodwill also conducts an OJT program for JOBS participants that teaches retailing skills at its thrift shop.

The regular CWEP involves about 1,500 GA and ADC clients. The supervisor could not estimate how many ADC clients this included, but felt sure it was fewer than GA. The CWEP staff consists of a supervisor and three employability specialists. These specialists prepare the agreements with the sponsors and monitor the attendance and performance of the clients and the treatment of the clients by the sponsors. The CWEP unit has developed a form for the work site supervisors to use in evaluating clients' performance, and it has begun to have these completed. The jobs to which clients are assigned typically pay $5.00 to $9.00 per hour to regular workers.

The CWEP supervisor reported that the attitude of clients toward the program varies widely. Some actually seem to enjoy their assignments, but most view them as "working off their grants." For clients who have had little prior work experience, the supervisor believes a CWEP assignment can be very beneficial. It teaches the need to come to work every day, to be on time, and to carry out assignments responsibly. These experiences can raise the confidence and self-esteem of clients.

Clients who dislike their assignments can be reassigned. Litter control is the least popular. The CWEP unit typically receives complaints from four or five work sites a month about clients who are causing problems, often alcohol-related. Clients who are not cooperating are notified of intention to sanction, and about 50 to 75 percent improve their performance. There are a few sites that have the most problems, and the CWEP supervisor believes that many of these are related to the quality of supervision at these sites.

The CWEP site that was visited is a city government that has made a major commitment to provide meaningful on-the-job training to the clients assigned to it. The city's services director had formerly worked in human services and saw the potential in the CWEP program both to the city and the clients. At the time of the visit, this city had approximately 250 CWEP assignments of which about 50 were ADC. The biggest problem with CWEP was the high no-show rate which was estimated to be about 60 percent. Even though many of the CWEP assignments were physically hard and dirty--recycling, grass cutting, litter control--the CWEP supervisor said, "If they show up, I have them." The way the city treats clients causes them to feel respected and to perceive their assignments as making a meaningful contribution.

The supervisor's comments were echoed by the CWEP client who was interviewed. She was an ADC recipient with five children who was working 120 hours per month. She said she "loved" her placement as an office worker because: "The people here are very helpful. They take into consideration your ideas and situation." As appreciative as she was of the placement site, she was equally critical of "county office part of it" which she described as: "pandemonium, arbitrary, and unstructured. Some women with more children work less than I do and vice-versa. There doesn't seem to be any rhyme or reason, assignments are just made out of a hat."

The education and training unit has four staff members. These staff develop and monitor the programs of approximately 600 ADC clients enrolled in ABE/GED classes and a small number enrolled in occupational training. The public schools of Akron and Cuyahoga Falls are the primary providers of ABE/GED programs.

A representative of the ABE program offered by the Akron Public Schools was interviewed. He reported that during the 1989-90 school year enrollments in ABE was up 73 percent over the previous year due primarily to referrals from the JOBS program. The city schools received no financial aid to assist with this increase. The major problem he sees with the clients is their attendance. A few have caused problems in the classes and had to be asked to leave, but such clients are not common.

The two clients in the ABE classes who were interviewed were GA recipients. Both had selected the classes rather than accept CWEP assignments. One of the clients explained, "I'm too sophisticated a woman for those kinds of jobs." Both felt getting their GED would lead to better jobs.

The JOBS program also offers its own basic literacy program for clients who are functionally illiterate. This programs is based on the PALS system developed by IBM. PALS is designed for adult learners whose basic skills are below the equivalent of the average fifth grade student. It combines computer-based programmed learning with high quality graphics from videodiscs to create learning experiences with intrinsic interest and appeal. The program had only been operating two weeks when Summit County was visited. The instructor reported the clients were initially apprehensive, but once they starting using PALS they responded very favorably to it.

Transition to JOBS

In most counties, the work program staff reported that the change from Fair Work to JOBS had had little effect on day-to-day operation. Summit reported a bigger impact. The requirement to assess recipients with children ages one to five had increased their workload significantly. There were also increases in reporting requirements which added to the backlog in data entry. Also the number of options made available to the clients was increased.

At least some of this perceived impact is due to the major expansion that the work program has undergone in the past year. As noted above, the staff nearly tripled, and several new units were created. These changes took place during a period when a new county executive was elected, the top management of the CDHS was reorganized, and IM was split into separate intake and ongoing units. The many changes in the overall administration of the county and in the CDHS, in addition to the changes in the work program, itself, have undoubtedly contributed to the perception that the transition to JOBS had significant impact on the program.

Problems/Suggestions

From the perspective of the program administrators, the biggest problem they are currently facing is the backlog of records to be entered into CRIS. The Supportive Services unit has nine staff members, but they cannot keep up with the volume of file creation and maintenance that is generated by scheduling 150 assessment interviews per day, 60 to 65 percent of whom do not appear for their appointments. As was noted above, the number not appearing has also created a backlog of requests for sanctions that have not been processed.

The Summit County JOBS program presented a number of contradictions to the visitors. It had double the staff of the next largest demonstration county and the most complete plans, operational manual, instructions for interviews, and reports of operations, yet seemed to be struggling the most with the problems it has to deal with. The problems arise at least partly from the rapid growth in the program and the other changes in the CDHS and the county in the past year. None of these remarks should be interpreted as critical of the quality of the staff in the program, which was among the most dedicated and professional whom the Ohio State staff met in its visits to the demonstration counties.

TRUMBULL COUNTY[15]

Like nearby Summit County, Trumbull County is an urban county in Northeast Ohio. Its major city is Warren and the overall county population in 1988 was estimated to be 229,800. The economic depression in the county since the steel mills closed several years ago is still reflected in its 1989 average unemployment rate of 7.1 percent which was the highest among urban counties in the state. Trumbull County has lost about 3 percent of its population since 1980. The economy does not seem to be transforming to services as the largest employers in the county are still in heavy manufacturing, and in 1990, both General Motors and Packard Electric have laid off large numbers of workers (a reported total of 9,000 persons). The agency's ADC caseload in June 1990 was 4,791, 14.4 percent of which were ADC-U. This gave Trumbull a ratio of 20.8 ADC cases per 1,000 population, which ranked it sixth of the 15 demonstration counties.

The work program, which had been located in the IM unit, has been moved to the Social Services Unit within the past year. One impetus for the move was the random moment sampling technique. When JOBS was located in IM, not enough "hits" were occurring to justify the costs JOBS was actually incurring. Now that it is in Social Services, a time study is used rather than random moment sampling.

Instead of two supervisors, which was the case at the time of the last site visit, there are now three supervisors. Other staff additions include one E&T component worker, as well as one each for Job Club and CWEP. The SEP position description has been rewritten as a job developer position. The program administrator feels that the restriction that placements can only be made in new positions virtually precludes SEP. Of the four work program interviewers, one is on medical disability leave and is not expected to return but, rather, to remain on leave until retirement, which is several months away.

The administrator for the Social Services Unit has a long work history in social work and welfare programs. Her professed orientation is to "help" people; but her emphasis is perceived by some staff as increasing the overall productivity of the program.

Assessment/Assignment

When an individual applies for assistance under ADC, the IM worker checks to see if the person needs to be assessed. If so, the applicant is informed that participation will be required and they will be receiving information in the mail. IM forwards the information to the WP. Staff there schedule an assessment appointment and mail a copy of the rights and responsibilities, good cause, background information forms, and personal and work history forms; the latter two must be completed by the applicant before the WP

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[15]CDHS visit: March 1, 1990; community visit: June 5, 1990

interview. About 48 percent appear for orientation/assessment in response to the first notification, about 34 percent appear in response to the second notification, and about 25 percent are sanctioned for failure to appear.

Instead of a group informing, which is used by the majority of the 15 demonstration counties, Trumbull County incorporates the informing with the individual assessment and interview. The informing amounts to the WP interviewer telling the client that the paper contains important rules they must follow and asks if the client understands. When the client responds affirmatively, the interviewer requests the client to sign the acknowledgement form. Unfortunately, it was apparent to the visiting team that the recipients had not completely read the material. Tests are not given to all ADC applicants who must participate in the WP or who are eligible to volunteer to participate, and they are not given to anyone until after assignment to a component.

The attainment of a GED for those who lack a high school diploma does not appear to be as high a priority in Trumbull County, as is the case in many of the other demonstration counties. The provision of support services to enable participation is not always stressed. For example, one ADC recipient who wanted to participate had to urge the interviewer to arrange day care assistance for her children so that she could attend Job Club in the spring rather than wait until September.

When a client fails to appear for a scheduled interview or assignment, a notification of intention to sanction is sent out seven days after the nonattendance and the client has 15 days in which to provide good cause. If the client does not make contact and demonstrate good cause, the client is sanctioned. Once benefits are cut, the client may sign a letter of compliance and be reinstated for benefits and the case is reopened. However, according to two separate sources, the reopening of the case moves the recipient to a new beginning; that is, the case is treated as if it is completely new as far as the sanctioning process is concerned.

Program Components

The program administrator estimated that approximately 46 percent of recipients are assigned to CWEP; about 28 percent to education and training, about 15 percent to Job Club, and about 1 percent to SEP. The CRIS data for FY 1990 showed more clients assigned to E&T than to CWEP. The percentages by component were E&T 40 percent, CWEP 33 percent, Job Club 26 percent, and SEP 1 percent. Trumbull was another county that had a major increase in clients entered into CRIS from FY 1989 to 1990. In 5 months of FY 1989 Trumbull, entered 215 clients into CRIS. In FY 1990 the total entered was 1,201. Apppendix table A.36 presents the monthly caseload by component in Trumbull County for FY 1990.

The CWEP site that was visited was a private, nonprofit organization that provides a variety of services to low income individuals. The individual who was interviewed supervises CWEP clients who work at office, cleaning, kitchen, and grounds maintenance jobs in shelters run by the organization. At the time of the interview, this organization had

about 10 ADC clients assigned. Their supervisor said that approximately 90 percent of those assigned to her report for work, and most of those do a good job. A few do not want to work and have to be removed, but her overall experience has been positive. Several of the clients who have been assigned would have been hired if regular positions had been available.

The supervisor feels the experience CWEP clients gain working for her organization benefits them by increasing their self-esteem and removing the stigma of "getting something for nothing." She would like to see more rigorous enforcement of sanctioning for those who do not report: "Do not let them get excused so easily. Make CWEP like a real job; instill [in the clients] that this is a real job."

It was not possible to interview CWEP clients at this site, but two GA clients on CWEP assignment to the CDHS were interviewed. These were both women in their fifties, and for them CWEP was indeed considered their employer. One of them said she tells people she is employed by welfare, not that she is on welfare. She enjoyed her work because it gets her out of the house and helps her to meet people. The interviewer had a distinct impression that for women such as these, CWEP was the employer of last resort. As one of the women said, "Employers are kind of picky." Considering these women's age, limited work experience, and physical limitations there are few competitive jobs that they could fill. CWEP was for them a "sheltered workshop" where they contributed what they could and felt good about doing so.

The education and training site visited was the ABE program, which includes GED preparation, of the Warren City Schools. This program enrolls about 250 JOBS clients, but the administrator who was interviewed was not sure how many were ADC. This program also does all the testing for the JOBS program. The Wide-Range Achievement test is used for mathematics and the Gates-MacGinitie for vocabulary and reading comprehension. The JOBS program pays $14.00 for each client tested but nothing for clients assigned to ABE. The ABE program received extra money from the state to cover some of the clerical costs of the additional students. The administrator said the paperwork--250 reports per month, each with written comments--was the most burdensome part of working with JOBS.

The ABE administrator estimated that 75 percent of the clients assigned by JOBS appreciate the opportunity to improve their education. If their tested achievement levels are at the eighth grade or above, there is a good chance they will earn their GED. Those who test between the fifth and seventh grade must have a high commitment or they will not persist the amount of time needed. Some clients are afraid to take the GED test even when their instructor are sure they could pass.

A GED student attending a summer class conducted at the local PIC office was interviewed. He was the PWE in an ADC family. The GED class was his only JOBS assignment. He had been attending classes a little over two months at another location that closed for the summer, and his teacher had told him the class he was attending when interviewed was available. He had heard nothing about his current class from the JOBS program. He liked his class because "I'm learning things they never taught me before," and because it was small. He said, "Sometimes in large classes you can't even work."

Job Club in Trumbull County is conducted by the JOBS program itself. Each club consists of three weeks of classroom sessions and five weeks of self-directed job search, including telemarketing. The classroom sessions meet for three hours a day, for four days a week. The curriculum is a blend of published and locally developed material. Mock job interviews are videotaped and critiqued. The job coach thinks that most clients enjoy the videotaping. A new morning and afternoon Job Club starts every three weeks. In the 12 months ending March 30, 1990, 157 ADC clients had been enrolled and 79 (50 percent) of these had been placed.

The coach who was interviewed said that most clients are receptive to the club, but a few do not really try to get jobs. Those who are content to stay on welfare have an "All I have to do is be here" attitude. The coach would like to see more communication and cooperation with IM on processing 1501 forms and work allowances. She thought an IM worker assigned to the JOBS program would expedite the paperwork.

The Job Club client who was interviewed had formerly worked in a steel mill and had been injured. When he returned after recuperating, he was fired. He had been in the Job Club eight weeks and said it had improved his attitude about the way he had been treated by his former employer and had refined his resume and telephone skills. Job Club, however, had not been his first choice. He had wanted training "in the computer field" but was told classes were not available until the fall of 1990 and he would have to go through Job Club first.

Interviews were conducted with a subsidized and unsubsidized employer. The subsidized employer had a private health practice and the client worked in reception, patient preparation, and record keeping. Her direct supervisor, who was interviewed, had virtually no contact with the JOBS program, as all of those details were handled by the owner of the practice. The one detail that the supervisor was familiar with involved health care insurance for the client's son which the SEP employer's insurance did not cover.

The SEP client was very cautious and volunteered nothing in her answers. She had initially been in Job Club and had sought the type of job she currently had because she always thought she would like this kind of work. She claimed to be satisfied with her job and her experiences while in JOBS. When asked directly about her son's insurance, she replied she would have to get her own. She will have an extremely difficult time paying for such insurance on a wage of $4.00 per hour.

The unsubsidized employer was the CDHS, itself. The supervisor who was interviewed worked in the data processing section, and she reported several very positive experiences hiring former recipients. She said many are very eager for jobs that pay a starting wage of $6.00 to $6.30 an hour, and their experience as recipients often makes them more knowledgeable about forms and procedures. Most of those hired had formerly been CWEP assignments who had demonstrated good job performance.

One of the former recipients who was working for this supervisor was interviewed. The experiences of this client in JOBS were all that those who designed the program would want it to be. This client had initially been assigned to Job Club. While in the club she learned about the civil service examination procedure. Her coach helped her complete the application and prepare for the exam. She did not obtain a job through the club so she asked for and received a CWEP assignment in the area for which she planned to take the test. She took and passed the test and when an opening became available, she was hired. Her suggestion for improving JOBS was to provide more opportunities for skill training and more supervision for those CWEP clients "who hide out rather than work."

Transition to JOBS

The transition from Fair Work to JOBS has not been an easy one. Although most agency staff claimed that the differences between the two programs necessitated few changes, the fact that, after a year, communication is not flowing smoothly, attests to problems that have not yet been resolved. The sanctioning and voiding of sanctions undoubtedly do create more work for both IM and WP staff, but probably more for IM staff. Instituting the work allowance requires more work for the IM staff, and it appears to be more than that staff can process in a timely manner. The removal of JOBS from IM and its placement in Social Services has possibly contributed to the stress, as has the installation of a new administrator. In short, the difficulties in the transition from Fair Work to JOBS has not been smooth, in part due to internal agency matters.

Problems/Suggestions

Frequent changes in regulations and codes were the most frequently mentioned problems, closely followed by the sanctioning process and the perceived duplication of forms. CRIS-E has created two major problems. First, the county data base can no longer be maintained; the installation of CRIS-E precludes maintenance of that data base. Second, when a case is entered into CRIS-E, the system assigns a new case number to the case. Unfortunately, the only way to find out who the newly assigned CRIS-E case numbers belong to is to go into the CRIS system with the social security number and find the attached name. This is cumbersome and time-consuming.

WYANDOT COUNTY[16]

Wyandot is a small rural county in the northwest quadrant of the state, directly south of Seneca and two counties west of Richland. Wyandot has the smallest population, estimated at 22,000 in 1988, and the fewest ADC cases, 178 in June 1990, of the 15 demonstration counties. About one out of five (19.7 percent) of these cases are ADC-U. It has 8.1 ADC cases per 1,000 population, which ranks it fourteenth among the demonstration counties. Its unemployment rate in 1989 was 6.7 percent, an increase of 0.6 of a percentage point over 1988.

The JOBS program is part of IM and has three staff members, one more than in 1989. The continuing staff consists of the administrator, who performs all functions of the program, and a clerical aide. The new staff member is a CWEP supervisor who transports clients to work sites and supervises their work. Wyandot is unique among the 15 demonstration counties in that it does not exempt clients from participation because of lack of transportation. All three JOBS staff provide transportation for clients. This includes planning their own travel to and from work so they can pick up and drop clients along the way. The program administrator said she often learns more about the clients while transporting them than she does in the formal assessment interview.

Assessment/Assignment

On the day of the site visit, there was an ice storm and schools were cancelled. All ADC clients who were scheduled for assessment cancelled their appointments. Two GA clients reported and their orientation and assessments were observed. The JOBS staff reported that the procedures used with ADC and GA were the same.

Orientation consisted of the clerical aide reading aloud the information about the JOBS program that had been sent to the clients with the letter scheduling their assessment interview. The clients followed on their own copies. When the aide asked the clients to sign a form acknowledging they had been informed of their rights and responsibilities, one refused to sign and also refused to be tested. He referred to the testing as "degrading." This was the only truly resistant client that the evaluation team observed during their 15 county visits. The aide asked him to talk to the program administrator while she began the testing with the other client. The orientation took 45 minutes.

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[16]CDHS visit: February 14, 1990; community interviews: July 9, 1990

The Wide-Range Achievement Test was used to measure the language and mathematics skills of the clients. This consists of a spelling test, the oral reading of words, and a short arithmetic test. Administration took about 30 minutes. While the aide was testing one client, the resistant client returned. He signed the form and participated, reluctantly, in the testing.

The program administrator also conducts the assessment interviews. Assessments are scheduled on Tuesday and Wednesday and during a typical week about 8 ADC and 12 GA clients report and are processed. These 20 represent about 50 percent of those scheduled. Another 35 percent report in response to a second notice, and those who do not, roughly 15 percent, are notified of intention to sanction. Only about 5 percent are actually sanctioned.

The administrator said that during an assessment interview she tries to find out where clients previously worked and what they would like to do. Felony convictions or any record of child abuse are important when considering a CWEP assignment at a school. For clients with school age children, she tries to find work sites for the hours when the children are in school.

The interviews with the two GA clients were observed. One was quite uncomplicated and took less than 10 minutes. The client had a high school diploma and a fairly good work history. He had, however, lost his driver's license for driving while intoxicated and could not pay the fine to have his license returned. He was assigned to the CWEP work crew to do repair and maintenance on county buildings until the next Job Club started. During debriefing the client said he was satisfied with his assignment.

The interview with the resistant client did not go as smoothly. He is a former convict and said he had back and "head" problems for which he had filed claims for both workman's compensation and SSI benefits. The head problems had been caused by being struck during fights. His claims had apparently been denied and appealed, but he was vague as to the details and the counties in which the claims had been filed. The interviewer decided to classify him not job ready until she received more information about his claims. It was the observer's judgment that this was the correct decision for any other assignment appeared likely to bring forth strong, perhaps even violent, objection.

During debriefing this client told the observer that the whole welfare system was the "mark of the beast, Satan's claw." The people who work for welfare do not want to help clients, he said, because we (clients) give them jobs. The client also reported that the world was close to coming to an end. He cited as evidence the fact that robots were taking over. The observer concluded (to himself, of course) that it would take far more assistance than the JOBS program could provide to prepare this client to leave public assistance.

Program Components

The program administrator estimated that about three-fourths of all clients are assigned to E&T programs, but about 30 percent are also assigned to CWEP. Only about 10 percent are assigned to CWEP only. The remaining 10 to 15 percent she estimated were assigned to Job Club. The CRIS data for FY 1990 showed 50 percent in CWEP, 37 percent in E&T and 13 percent in Job Club. The way the CRIS data were analyzed does not reflect double assignments. If 30 to 40 percent of those in CWEP are also in E&T, CRIS would agree quite closely with the administrator's estimates. The total numnber of clients entered into CRIS in FY 1990 was 111. Appendix table A.42 presents the monthly caseload by component in Wyandot County in FY 1990.

Job Club is provided through contract with the Private Industry Council (PIC). The contract calls for six Job Clubs per year; a new one may begin every other month or as warranted by demand. For 4 weeks, Monday through Thursday, Job Club participants meet for two hours per day. The first topic covered is the type of job each individual client is interested in obtaining. This is followed by components on resume writing, networking and using the newspaper, use of the telephone, writing cover letters, filling out applications, and interviewing. Participants engage in mock interviews and are videotaped. The materials used are modules developed by the Job Club instructors. The PIC assists by typing resumes and cover letters on a computer and provides postage for applications being mailed out.

The PIC receives $100 for each individual who enrolls and an additional $250 for each individual who completes the program. At the end of the 4 weeks, participants who need to are encouraged to work with the marketing representative who provides further job search assistance.

The Job Club instructor believes that Job Club is needed by these individuals for two major reasons: for help in learning to write resumes, cover letters, and developing interviewing skills, and to develop a positive attitude about the job search process and realize that it is a full-time job. The instructor also believes that many participants need more exposure to the job market to enable them to make a better career choice. The placement rate for Human Services clients is 55 percent.

The education and training instructor who was interviewed provides preparation for the GED test as part of ABE. At the time of the interview, she had 23 recipients referred from the CDHS as students. She was not sure which were ADC and which were GA. The biggest difficulty she confronts is the lack of motivation displayed by some of the clients who resent being forced to participate in something they rejected at an earlier stage in their lives. Other clients have difficulties because of feelings of inadequacy and worthlessness. Usually, if they attend regularly, clients begin to feel better about participation and then begin to make progress. Communication with the county human services staff is reported as excellent.

The CWEP supervisor who was interviewed works with approximately 10 ADC and GA clients per month who are assigned to the county nursing home. The jobs these participants perform are housekeeping tasks such as disinfecting tables, chairs, and registers; washing down walls; and dusting floors. Although the jobs require a great deal of activity, they are not strenuous because the facility is not permitted to become dirty. The concept is one of "preventative cleaning."

The CWEP participants are provided the same type and amount of training and supervision as any new hire. The length of time that ADC and GA recipients spend at the site varies from 1 month to 2 years. The benefits of this CWEP site are not to be found in the job skills participants learn but in the work ethic they develop. The starting wage at this site for this type of work is $4.25 an hour.

As in other counties, this work site has a problem with attendance. Many of the assigned workers never report, but those who do like the work. They receive a free lunch and free soda pop at break time, are accepted by the other workers, and feel that the atmosphere is supportive and congenial. Very few problems have been experienced with the CWEP participants and communication between the site and the CDHS is good. Those who fare the best are, not surprisingly, those who are motivated to be off welfare.

The CWEP site had hired 6 former welfare recipients into three different job categories. The starting wage for the three categories is approximately $4.50 an hour, with an increment at the end of 90 days. The individuals who have been hired need about the same amount of training and supervision as any other new hire. The only problems encountered have resulted from an initial lack of money to purchase appropriate attire and personal hygiene products. The former recipients like working at the agency because of the pleasant atmosphere and the quality of supervision. Those who are the most successful are those who have been successful in the past; those who have not been successful need more attention initially. One recommendation made by the employer is that benefits be continued a bit longer after employment is obtained to help the welfare recipients "get back on their feet" financially.

According to the community representative interviewed, the community, in general, is not aware of the JOBS program. It is, however, aware of the improvements made by CWEP participants in county buildings. The general attitude of the community is that welfare recipients have a poor work ethic. The CWEP supervisor is reported to be working hard to change this image.

The community representative stated the JOBS program is not providing training in life skills which he believes are crucial. A lack of life skills (coping with everyday situations and problems), he said, can adversely affect an individual's employability as much as a lack of job skills.

Transition to JOBS

The new requirements under JOBS--to test all clients and to conduct assessment interviews for ADC-Rs with children under 6 years of age--significantly increased the workload in Wyandot County. The administrator said she found her assessment interviews with ADC-Rs who have children under 6 very frustrating. She described them as being "in a safe little circle" provided by their welfare grant and needing much more help than JOBS can provide to encourage them to break out of that circle. Other changes caused by the transition were a greater emphasis on education and more need for day care.

Problems/Suggestions

The JOBS staff voiced few complaints about the program or how it is administered. The only comment when asked if there was anything they would change referred to the GED requirement for GA recipients without a diploma, not to ADCs. Some of the community representatives suggested that the program try to project a more positive image. Clients seem to view it, at least initially, as a threat rather than an opportunity.

APPENDIX TABLES

(The figures in these tables may differ slightly from those reported in Table 3.1. Table 3.1 is based on the merged activity and employment records. The appendix tables are based on the case-month files which contains only the records active at the end of the month.)

TABLE A.1

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN ALLEN COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	234	256	352	479	515	547	586	645	689	765	793	216	506.4
Pending Assignment	11	7	22	22	20	20	30	30	32	37	47	15	24.4
Not Job Ready	36	32	39	42	41	37	46	50	52	57	58	25	42.9
Job Club	16	23	36	40	38	42	60	65	75	92	104	30	51.8
SEP	1	1	1	1	1	1	1	1	1	1	1	0	0.9
CWEP	162	162	211	228	208	220	229	256	267	293	304	101	220.1
E&T	58	49	73	83	86	82	101	114	128	146	155	64	94.9
Employment	10	16	28	31	35	37	43	48	58	67	78	29	40.0
Other	13	10	7	6	9	8	9	13	16	17	15	4	10.6
Subtotal	541	556	769	932	953	994	1105	1222	1318	1475	1555	484	992.0
Exempt	1641	1697	2692	2864	3042	3152	3333	3508	3659	3803	3915	803	2842.4
Total	2182	2253	3461	3796	3995	4146	4438	4730	4977	5278	5470	1287	3834.4

TABLE A.2

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN ATHENS COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	371	374	453	504	525	610	631	658	623	570	475	118	492.7
Pending Assignment	7	7	6	6	6	20	33	46	46	52	46	9	23.7
Not Job Ready	59	67	68	71	72	76	78	67	65	56	37	16	61.0
Job Club	17	15	12	10	11	11	11	10	10	8	6	0	10.1
SEP	5	5	5	4	4	2	3	2	2	3	3	2	3.3
CWEP	26	26	32	32	33	37	57	49	43	53	48	22	38.2
E&T	251	240	246	261	280	308	329	326	275	250	194	34	249.5
Employment	34	45	56	65	66	68	68	72	72	74	72	27	59.9
Other	0	1	0	0	1	1	1	4	5	2	3	2	1.7
Subtotal	770	780	878	953	998	1133	1211	1234	1141	1068	884	230	940.0
Exempt	1121	1209	1665	1762	1842	1947	1990	2096	2111	2148	2130	541	1713.5
Total	1891	1989	2543	2715	2840	3080	3201	3330	3252	3216	3014	771	2653.5

TABLE A.3

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN BELMONT COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	367	357	493	889	920	1019	1073	1153	1228	1265	1316	544	885.3
Pending Assignment	0	1	0	1	3	17	27	34	49	70	92	55	29.1
Not Job Ready	99	84	96	97	101	113	117	119	121	116	122	62	103.9
Job Club	42	36	49	66	78	88	84	90	83	95	100	49	71.7
SEP	13	12	12	13	7	8	6	7	7	8	8	5	8.8
CWEP	115	102	112	132	140	163	163	171	180	200	220	107	150.4
E&T	109	75	112	138	162	168	198	219	229	244	257	142	171.1
Employment	35	44	59	79	102	114	143	159	189	225	258	105	126.0
Other	4	2	4	4	5	6	6	5	4	5	6	5	4.7
Subtotal	784	713	937	1419	1518	1696	1817	1957	2090	2228	2379	1074	1551.0
Exempt	1505	1572	2534	2704	2770	2894	2990	3104	3196	3307	3417	1026	2584.9
Total	2289	2285	3471	4123	4288	4590	4807	5061	5286	5535	5796	2100	4135.9

TABLE A.4

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN BROWN COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	144	131	174	207	218	218	264	289	328	319	321	67	223.3
Pending Assignment	0	0	0	1	1	0	1	2	5	4	7	3	2.0
Not Job Ready	0	16	16	14	13	8	19	28	29	30	33	3	17.4
Job Club	0	2	8	6	4	4	4	10	13	11	9	2	6.1
SEP	2	2	2	1	0	0	0	0	0	0	0	0	0.6
CWEP	0	15	15	15	13	9	30	41	46	46	50	18	24.8
E&T	0	31	37	32	34	18	39	48	55	59	63	17	36.1
Employment	12	19	24	28	37	41	42	43	49	56	58	17	35.5
Other	0	0	0	1	2	1	2	7	14	8	16	2	4.4
Subtotal	158	216	276	305	322	299	401	468	539	533	557	129	350.3
Exempt	552	559	713	769	805	872	930	1002	1074	1110	1147	221	812.8
Total	710	775	989	1074	1127	1171	1331	1470	1613	1643	1704	350	1163.1

TABLE A.5

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN BUTLER COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	338	378	478	661	743	850	923	1064	1149	1225	1272	346	785.6
Pending Assignment	204	233	258	256	232	213	195	204	211	208	215	86	209.6
Not Job Ready	101	99	97	105	107	112	119	121	118	119	126	45	105.8
Job Club	38	44	68	88	88	90	92	99	121	131	138	44	86.8
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	122	110	138	152	144	141	138	132	133	129	127	59	127.1
E&T	99	100	154	168	188	202	204	214	220	224	240	74	173.9
Employment	56	71	108	128	146	169	172	191	203	224	236	67	147.6
Other	3	2	3	4	4	4	2	5	2	3	3	1	3.0
Subtotal	961	1037	1304	1562	1652	1781	1845	2030	2157	2263	2357	722	1639.3
Exempt	2861	2939	3555	3790	4111	4346	4614	4883	5122	5302	5462	1235	4018.3
Total	3822	3976	4859	5352	5763	6127	6459	6913	7279	7565	7819	1957	5657.6

TABLE A.6

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN CHAMPAIGN COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	99	95	119	124	123	115	128	131	128	123	120	36	111.8
Pending Assignment	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Not Job Ready	0	0	0	0	0	0	0	0	0	0	1	1	0.2
Job Club	3	2	3	3	3	3	3	3	4	4	7	2	3.3
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	9	11	10	9	9	7	6	3	3	3	9	0	6.6
E&T	6	9	8	5	5	2	2	1	4	7	11	0	5.0
Employment	6	5	6	5	7	9	9	9	12	14	18	5	8.8
Other	0	1	0	0	0	0	0	3	2	2	4	0	1.0
Subtotal	123	123	146	146	147	136	148	150	153	153	170	44	136.6
Exempt	339	358	569	582	606	644	674	714	742	766	783	148	577.1
Total	462	481	715	728	753	780	822	864	895	919	953	192	713.7

TABLE A.7

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN CLARKE COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	465	511	608	698	732	850	929	868	817	773	747	180	681.5
Pending Assignment	129	140	165	178	175	167	159	145	133	115	104	26	136.3
Not Job Ready	111	109	118	126	111	104	84	66	59	53	48	16	83.8
Job Club	46	47	64	71	70	65	68	55	47	48	42	15	53.2
SEP	3	1	2	2	1	1	1	1	2	2	2	0	1.5
CWEP	67	69	74	80	87	79	76	77	70	61	56	19	67.9
E&T	106	111	142	155	129	105	120	100	88	74	61	23	101.2
Employment	119	137	178	191	191	190	199	172	169	162	153	49	159.2
Other	3	1	2	1	5	2	6	3	6	6	8	2	3.8
Subtotal	1049	1126	1353	1502	1501	1563	1642	1487	1391	1294	1221	330	1288.3
Exempt	3180	3278	4687	4916	5091	5351	5510	5616	5739	5814	5852	1140	4681.2
Total	4229	4404	6040	6418	6592	6914	7152	7103	7130	7108	7073	1470	5969.4

TABLE A.8

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN CLERMONT COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	486	455	510	633	652	719	704	848	852	916	924	213	659.3
Pending Assignment	2	3	1	2	2	2	2	5	10	19	21	7	6.3
Not Job Ready	18	24	25	35	35	30	27	43	50	67	65	20	36.6
Job Club	1	1	1	1	0	0	1	3	3	7	5	1	2.0
SEP	0	0	0	0	0	0	0	0	0	1	1	0	0.2
CWEP	7	23	25	34	34	28	25	31	36	45	41	11	28.3
E&T	17	22	27	54	53	48	44	84	86	98	75	22	52.5
Employment	3	5	20	31	40	43	46	47	49	59	62	17	35.2
Other	0	0	0	2	1	1	0	1	3	3	4	0	1.3
Subtotal	534	533	609	792	817	871	849	1062	1089	1215	1198	291	821.7
Exempt	1520	1534	1936	2056	2211	2308	2389	2643	2758	2894	3004	583	2153.0
Total	2054	2067	2545	2848	3028	3179	3238	3705	3847	4109	4202	874	2974.7

TABLE A.9

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN CRAWFORD COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	121	143	180	261	303	337	384	451	474	505	505	120	315.3
Pending Assignment	22	14	26	46	51	70	76	81	82	98	107	33	58.8
Not Job Ready	46	41	43	47	49	61	62	61	52	64	73	16	51.3
Job Club	0	0	0	0	0	0	0	0	0	1	2	1	0.3
SEP	2	1	1	1	1	1	2	2	2	2	2	0	1.4
CWEP	21	21	24	29	29	34	31	31	30	47	46	19	30.2
E&T	38	42	57	68	68	81	86	89	84	92	84	28	68.1
Employment	28	36	45	50	49	52	56	60	65	69	72	19	50.1
Other	3	4	5	3	4	7	5	9	10	9	11	5	6.3
Subtotal	281	302	381	505	554	643	702	784	799	887	902	241	581.8
Exempt	729	752	1039	1118	1168	1234	1261	1356	1411	1465	1508	312	1112.8
Total	1010	1054	1420	1623	1722	1877	1963	2140	2210	2352	2410	553	1694.5

TABLE A.10

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN FRANKLIN COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	290	298	333	350	364	418	519	508	478	439	397	50	370.3
Pending Assignment	0	0	0	0	0	0	0	0	1	1	2	0	0.3
Not Job Ready	67	64	59	45	37	36	33	33	29	28	24	9	38.7
Job Club	19	15	19	21	19	20	23	20	14	25	21	5	18.4
SEP	0	0	0	0	0	0	2	2	2	2	1	0	0.8
CWEP	8	10	15	13	11	11	11	12	11	8	9	1	10.0
E&T	5	5	4	3	3	3	3	3	5	6	8	1	4.1
Employment	8	7	9	10	10	10	11	13	20	35	45	20	16.5
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	397	399	439	442	444	498	602	591	560	544	507	86	459.1
Exempt	18483	18496	21614	22376	23157	23890	24401	25016	25680	26079	26273	7352	21901.4
Total	18880	18895	22053	22818	23601	24388	25003	25607	26240	26623	26780	7438	22360.5

TABLE A.11

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN FULTON COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	18	18	29	38	31	43	52	64	75	64	78	15	43.8
Pending Assignment	0	0	0	0	0	0	0	0	0	3	6	1	0.8
Not Job Ready	33	31	37	43	42	51	50	49	49	52	64	19	43.3
Job Club	0	0	0	2	1	1	0	3	2	4	4	1	1.5
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	11	11	13	14	9	20	18	20	19	23	32	11	16.8
E&T	23	26	32	36	34	38	36	37	36	36	45	12	32.6
Employment	10	10	10	13	16	15	16	19	21	24	29	9	16.0
Other	0	0	0	0	1	1	0	0	1	2	5	2	1.0
Subtotal	95	96	121	146	134	169	172	192	203	208	263	70	155.8
Exempt	278	275	381	420	432	459	489	522	531	555	584	114	420.0
Total	373	371	502	566	566	628	661	714	734	763	847	184	575.8

TABLE A.12

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN GALLIA COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	177	212	289	384	420	476	527	582	594	638	649	225	431.1
Pending Assignment	47	55	73	83	102	119	131	150	172	197	232	85	120.5
Not Job Ready	152	159	175	184	194	211	208	241	257	264	279	114	203.2
Job Club	0	0	0	0	0	0	1	2	1	1	2	0	0.6
SEP	5	5	5	6	6	5	5	4	3	3	4	2	4.4
CWEP	91	96	119	129	140	147	139	149	146	188	193	73	134.2
E&T	13	29	59	75	83	100	109	121	134	152	151	47	89.4
Employment	12	18	39	47	55	63	69	76	99	120	137	51	65.5
Other	2	2	2	2	2	2	2	2	2	2	2	1	1.9
Subtotal	499	576	761	910	1002	1123	1191	1327	1408	1565	1649	598	1050.8
Exempt	783	842	1133	1192	1237	1302	1336	1405	1466	1520	1576	471	1188.6
Total	1282	1418	1894	2102	2239	2425	2527	2732	2874	3085	3225	1069	2239.3

TABLE A.13

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN HAMILTON COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	2094	2135	2699	3336	3741	4212	4530	4833	5005	5220	5434	1485	3727.0
Pending Assignment	117	214	279	270	247	269	280	317	462	523	604	205	315.6
Not Job Ready	557	541	567	574	568	569	537	515	508	495	491	174	508.0
Job Club	174	174	239	274	270	259	273	313	303	322	325	111	253.1
SEP	52	53	61	60	61	72	73	79	63	65	66	20	60.4
CWEP	342	305	296	288	267	249	247	250	231	223	233	82	251.1
E&T	522	504	576	599	612	626	650	698	710	747	790	247	606.8
Employment	162	185	241	236	239	241	273	300	335	396	440	165	267.8
Other	48	46	39	42	42	48	53	58	60	65	70	30	50.1
Subtotal	4068	4157	4997	5679	6047	6545	6916	7363	7677	8056	8453	2519	6039.8
Exempt	12744	12782	15635	16752	17872	18776	19708	21210	22076	22761	23182	4331	17319.1
Total	16812	16939	20632	22431	23919	25321	26624	28573	29753	30817	31635	6850	23358.8

TABLE A.14

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN HANCOCK COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	98	114	148	173	180	210	227	274	291	308	326	70	201.6
Pending Assignment	1	1	0	1	1	1	1	3	5	6	10	4	2.8
Not Job Ready	11	16	16	17	18	16	20	25	30	36	34	8	20.6
Job Club	2	2	4	5	3	3	8	9	10	10	13	4	6.1
SEP	1	1	1	2	1	1	1	1	1	0	0	0	0.8
CWEP	9	9	13	13	12	13	19	25	24	26	30	11	17.0
E&T	16	14	20	21	21	23	26	32	31	33	24	3	22.0
Employment	12	18	21	31	36	40	48	53	59	67	72	24	40.1
Other	1	1	2	3	1	1	2	2	2	2	2	0	1.6
Subtotal	151	176	225	266	273	308	352	424	453	488	511	124	312.6
Exempt	549	574	845	896	949	999	1009	1088	1124	1163	1208	237	886.8
Total	700	750	1070	1162	1222	1307	1361	1512	1577	1651	1719	361	1199.3

TABLE A.15

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN HOLMES COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	23	27	37	45	44	48	52	53	58	64	59	14	43.7
Pending Assignment	0	0	0	0	1	1	1	1	1	2	3	1	0.9
Not Job Ready	3	2	1	0	2	2	2	2	2	2	2	1	1.8
Job Club	0	0	0	0	0	0	2	2	1	1	1	2	0.8
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	1	1	1	1	1	1	1	1	1	2	1	0	1.0
E&T	3	2	4	5	5	5	6	7	7	8	10	3	5.4
Employment	2	1	1	1	2	2	3	5	10	11	13	3	4.5
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	32	33	44	52	55	59	67	71	80	90	89	24	58.0
Exempt	115	119	236	251	258	273	282	297	308	313	327	49	235.7
Total	147	152	280	303	313	332	349	368	388	403	416	73	293.7

TABLE A.16

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN KNOX COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	126	138	177	218	253	283	324	326	351	364	366	108	252.8
Pending Assignment	13	16	16	15	16	20	24	25	28	31	33	9	20.5
Not Job Ready	48	47	39	33	42	46	41	38	48	47	34	20	40.3
Job Club	0	0	0	0	4	0	8	4	13	12	13	2	4.7
SEP	3	3	3	3	3	2	2	1	2	2	2	1	2.3
CWEP	31	39	46	41	52	55	51	45	50	52	44	18	43.7
E&T	3	1	3	7	21	31	48	43	53	58	36	22	27.2
Employment	13	15	31	35	43	48	57	62	74	90	101	34	50.3
Other	3	3	4	6	7	8	11	11	14	10	9	3	7.4
Subtotal	240	262	319	358	441	493	566	555	633	666	638	217	449.0
Exempt	589	631	873	896	964	1009	1082	1126	1184	1218	1257	316	928.8
Total	829	893	1192	1254	1405	1502	1648	1681	1817	1884	1895	533	1377.8

TABLE A.17

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN LAKE COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	367	332	412	498	490	526	557	612	656	657	668	208	498.6
Pending Assignment	0	4	2	4	4	5	4	5	4	6	8	6	4.3
Not Job Ready	6	7	9	8	10	10	8	7	9	12	12	7	8.8
Job Club	12	14	20	18	19	21	30	32	35	38	46	19	25.3
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	2	2	3	3	3	7	8	9	9	14	15	9	7.0
E&T	6	16	37	40	40	38	43	50	49	53	62	29	38.6
Employment	19	23	26	34	45	53	55	63	68	79	96	29	49.2
Other	0	0	1	0	0	0	0	0	0	0	0	1	0.2
Subtotal	412	398	510	605	611	660	705	778	830	859	907	308	631.9
Exempt	1172	1212	1751	1855	1901	1990	2132	2268	2370	2447	2543	639	1856.7
Total	1584	1610	2261	2460	2512	2650	2837	3046	3200	3306	3450	947	2488.6

TABLE A.18

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN LAWRENCE COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	834	842	985	1092	1157	1212	1288	1368	1408	1441	1477	510	1134.5
Pending Assignment	0	0	0	0	0	0	0	2	2	5	6	3	1.5
Not Job Ready	0	2	2	4	10	11	12	18	19	24	22	6	10.8
Job Club	1	2	1	2	2	2	1	1	1	1	1	0	1.3
SEP	0	0	0	0	1	1	1	0	0	0	0	0	0.3
CWEP	141	152	198	203	208	217	225	251	285	330	329	133	222.7
E&T	18	19	20	21	27	32	46	52	59	76	86	30	40.5
Employment	9	13	14	16	21	21	24	29	34	52	53	21	25.6
Other	0	0	0	0	0	0	0	0	2	23	35	15	6.3
Subtotal	1003	1030	1220	1338	1426	1496	1597	1721	1810	1952	2009	718	1443.3
Exempt	1793	1824	2897	3033	3149	3279	3344	3493	3597	3683	3771	956	2901.6
Total	2796	2854	4117	4371	4575	4775	4941	5214	5407	5635	5780	1674	4344.9

TABLE A.19

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN LUCAS COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	2059	2396	2951	3603	3972	4168	4395	4452	4690	4829	4921	1232	3639.0
Pending Assignment	20	32	29	28	19	17	15	20	24	35	56	26	26.8
Not Job Ready	35	37	36	41	42	43	55	53	66	84	89	30	50.9
Job Club	60	72	70	58	46	54	66	80	98	129	156	54	78.6
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	47	47	44	46	42	57	71	72	93	146	173	76	76.2
E&T	66	55	60	66	62	78	109	130	180	261	307	108	123.5
Employment	72	81	93	100	102	114	141	160	201	241	282	87	139.5
Other	2	5	5	1	2	2	3	2	5	4	3	2	3.0
Subtotal	2361	2725	3288	3943	4287	4533	4855	4969	5357	5729	5987	1615	4137.4
Exempt	7329	7474	10746	11126	11624	12266	12814	13507	14125	14504	14776	2752	11086.9
Total	9690	10199	14034	15069	15911	16799	17669	18476	19482	20233	20763	4367	15224.3

TABLE A.20

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN MADISON COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	18	14	38	41	54	57	76	77	94	100	102	22	57.8
Pending Assignment	5	9	11	14	13	17	17	17	16	16	15	2	12.7
Not Job Ready	39	26	42	41	39	41	38	41	43	40	28	10	35.7
Job Club	1	5	6	6	11	14	16	17	16	18	18	4	11.0
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	4	4	7	10	8	11	13	18	21	22	14	4	11.3
E&T	9	13	16	22	23	22	24	35	31	35	27	11	22.3
Employment	2	4	11	14	18	18	25	30	32	39	41	10	20.3
Other	0	0	0	1	2	4	2	1	2	5	0	0	1.4
Subtotal	78	75	131	149	168	184	211	236	255	275	245	63	172.5
Exempt	358	365	598	626	677	708	730	769	804	835	850	154	622.8
Total	436	440	729	775	845	892	941	1005	1059	1110	1095	217	795.3

TABLE A.21

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN MARION COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	243	247	278	309	328	377	428	438	417	395	403	92	329.6
Pending Assignment	6	5	4	4	5	5	5	4	3	2	4	0	3.9
Not Job Ready	89	83	73	72	68	65	62	56	50	62	62	12	62.8
Job Club	4	4	6	3	3	3	3	3	2	3	5	1	3.3
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	109	104	97	95	86	78	73	70	58	58	64	11	75.3
E&T	15	11	13	9	10	11	12	11	14	22	22	7	13.1
Employment	5	5	5	5	5	5	5	6	7	10	13	4	6.3
Other	3	3	3	3	3	4	4	4	3	4	4	2	3.3
Subtotal	474	462	479	500	508	548	592	592	554	556	577	129	497.6
Exempt	1093	1156	1563	1653	1732	1838	1919	1963	2007	2036	2063	491	1626.2
Total	1567	1618	2042	2153	2240	2386	2511	2555	2561	2592	2640	620	2123.8

TABLE A.22

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN MONTGOMERY COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	1935	1935	2274	2749	2974	3030	3344	3568	3648	3801	3867	1097	2851.8
Pending Assignment	0	0	0	1	6	7	8	9	11	15	23	15	7.9
Not Job Ready	187	128	184	181	182	178	170	175	167	167	172	58	162.4
Job Club	127	109	131	157	182	195	189	216	212	223	202	90	169.4
SEP	7	12	15	12	15	23	21	19	21	22	17	8	16.0
CWEP	255	236	259	257	268	253	249	255	244	253	240	77	237.2
E&T	355	301	425	491	544	537	635	692	769	812	781	289	552.6
Employment	101	110	153	178	193	205	221	235	248	263	281	105	191.1
Other	15	7	12	14	10	10	11	11	14	20	15	1	11.7
Subtotal	2982	2838	3453	4040	4374	4438	4848	5180	5334	5576	5598	1740	4200.1
Exempt	7724	7965	10987	11892	12543	13158	13874	14965	15529	16048	16440	3574	12058.3
Total	10706	10803	14440	15932	16917	17596	18722	20145	20863	21624	22038	5314	16258.3

TABLE A.23

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN MORROW COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	30	41	60	93	111	133	141	148	143	147	141	47	102.9
Pending Assignment	2	1	2	2	3	8	11	20	27	33	30	6	12.1
Not Job Ready	64	59	64	72	77	87	97	108	115	114	109	34	83.3
Job Club	0	0	3	4	3	3	6	3	6	8	5	2	3.6
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	20	24	24	26	39	41	47	53	46	50	47	16	36.1
E&T	28	30	36	40	48	58	69	77	81	83	81	27	54.8
Employment	24	26	32	36	30	38	44	42	43	54	63	21	37.8
Other	1	1	1	1	2	1	6	11	16	15	9	3	5.6
Subtotal	169	182	222	274	313	369	421	462	477	504	485	156	336.2
Exempt	365	404	578	633	646	665	707	729	747	764	779	177	599.5
Total	534	586	800	907	959	1034	1128	1191	1224	1268	1264	333	935.7

TABLE A.24

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN MUSKINGUM COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	271	299	382	414	451	488	508	496	491	468	433	92	399.4
Pending Assignment	4	5	5	4	5	5	5	4	5	7	4	0	4.4
Not Job Ready	124	115	122	117	107	93	84	78	67	59	53	24	86.9
Job Club	13	19	26	28	25	26	32	35	41	33	32	9	26.6
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	99	96	100	92	92	76	70	64	60	48	48	9	71.2
E&T	204	182	287	288	275	220	245	230	181	184	165	43	208.7
Employment	26	44	75	100	109	121	126	124	124	124	119	39	94.3
Other	6	4	3	4	3	4	5	6	7	3	7	3	4.6
Subtotal	747	764	1000	1047	1067	1033	1075	1037	976	926	861	219	896.0
Exempt	1730	1768	2471	2601	2718	2804	2858	2937	3002	3030	3060	705	2473.7
Total	2477	2532	3471	3648	3785	3837	3933	3974	3978	3956	3921	924	3369.7

TABLE A.25

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN PERRY COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	204	169	221	290	359	394	433	444	481	486	486	144	342.6
Pending Assignment	18	18	18	30	29	27	29	24	34	42	85	44	33.2
Not Job Ready	31	32	31	45	56	55	56	54	62	67	67	29	48.8
Job Club	7	8	10	9	17	14	10	14	21	19	22	7	13.2
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	45	45	56	77	93	92	91	93	106	99	119	47	80.3
E&T	31	41	45	57	65	65	62	59	84	81	85	38	59.4
Employment	16	31	46	52	53	55	58	63	70	79	94	38	54.6
Other	0	0	0	0	0	0	0	0	0	2	2	0	0.3
Subtotal	352	344	427	560	672	702	739	751	858	875	960	347	632.3
Exempt	687	683	1017	1067	1163	1220	1281	1339	1380	1428	1478	340	1090.3
Total	1039	1027	1444	1627	1835	1922	2020	2090	2238	2303	2438	687	1722.5

TABLE A.26

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN PICKAWAY COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	123	117	154	218	224	255	306	305	323	352	335	100	234.3
Pending Assignment	6	7	6	6	15	21	24	28	36	37	45	20	20.9
Not Job Ready	70	56	66	68	67	84	82	92	97	106	95	35	76.5
Job Club	4	7	13	18	19	32	24	35	39	41	37	15	23.7
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	27	25	30	36	36	42	41	47	54	66	57	29	40.8
E&T	9	9	28	49	60	58	64	72	68	88	69	30	50.3
Employment	14	25	32	41	48	51	55	63	70	79	81	21	48.3
Other	0	1	1	2	2	2	3	3	3	3	2	1	1.9
Subtotal	253	247	330	438	471	545	599	645	690	772	721	251	496.8
Exempt	634	642	1171	1241	1283	1345	1397	1453	1502	1563	1595	306	1177.7
Total	887	889	1501	1679	1754	1890	1996	2098	2192	2335	2316	557	1674.5

TABLE A.27

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN PIKE COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	153	180	249	329	380	402	448	457	425	422	410	116	330.9
Pending Assignment	64	61	73	91	95	89	85	85	98	97	109	48	82.9
Not Job Ready	144	157	168	192	188	189	187	181	148	142	130	40	155.5
Job Club	2	1	3	3	4	4	3	4	4	3	3	1	2.9
SEP	5	4	8	8	9	9	8	7	10	9	10	2	7.4
CWEP	37	34	50	58	67	67	69	68	71	71	77	28	58.1
E&T	38	40	60	65	75	82	84	90	89	85	89	25	68.5
Employment	15	22	28	32	36	37	40	40	43	44	46	18	33.4
Other	2	0	1	1	1	2	2	3	3	3	4	2	2.0
Subtotal	460	499	640	779	855	881	926	935	891	876	878	280	741.7
Exempt	916	936	1658	1779	1864	1942	2000	2065	2084	2111	2124	388	1655.6
Total	1376	1435	2298	2558	2719	2823	2926	3000	2975	2987	3002	668	2397.3

TABLE A.28

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN PUTNAM COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	48	54	59	62	67	72	87	90	96	90	147	16	74.0
Pending Assignment	0	0	0	0	0	2	2	5	7	4	8	1	2.4
Not Job Ready	19	19	18	15	15	17	17	19	16	16	15	1	15.6
Job Club	2	0	3	5	3	6	8	7	6	4	7	1	4.3
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	16	22	25	24	23	19	21	20	20	17	23	6	19.7
E&T	6	6	7	8	9	13	13	18	18	16	15	4	11.1
Employment	12	22	30	27	26	25	29	30	35	36	43	6	26.8
Other	0	0	0	0	7	3	0	0	2	0	3	1	1.3
Subtotal	103	123	142	141	150	157	177	189	200	183	261	36	155.2
Exempt	288	304	468	511	541	559	578	596	609	627	680	84	487.1
Total	391	427	610	652	691	716	755	785	809	810	941	120	642.3

TABLE A.29

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN RICHLAND COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	344	303	390	487	559	691	771	823	894	947	993	244	620.5
Pending Assignment	81	81	99	106	108	110	117	119	148	162	174	72	114.8
Not Job Ready	53	52	63	67	69	66	75	81	84	88	101	41	70.0
Job Club	9	9	13	13	14	21	26	30	32	31	32	16	20.5
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	40	49	57	60	70	66	66	72	76	85	85	26	62.7
E&T	70	82	122	131	137	135	141	143	159	171	173	69	127.8
Employment	32	32	57	66	68	74	81	84	85	95	104	33	67.6
Other	3	7	9	5	7	10	7	10	12	14	19	4	8.9
Subtotal	632	615	810	935	1032	1173	1284	1362	1490	1593	1681	505	1092.7
Exempt	1624	1695	2653	2805	2993	3178	3353	3530	3683	3842	3962	762	2840.0
Total	2256	2310	3463	3740	4025	4351	4637	4892	5173	5435	5643	1267	3932.7

TABLE A.30

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN SANDUSKY COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	324	389	402	364	332	336	387	405	444	486	585	127	381.8
Pending Assignment	3	2	2	2	4	6	7	8	11	14	15	5	6.6
Not Job Ready	10	8	8	12	11	11	11	9	13	13	14	6	10.5
Job Club	2	3	6	3	4	3	2	3	5	5	6	6	4.0
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	29	25	25	27	27	29	39	42	50	53	55	16	34.8
E&T	5	4	6	5	8	11	14	11	15	18	19	6	10.2
Employment	10	12	12	11	11	12	13	12	15	17	17	8	12.5
Other	0	0	0	0	0	2	1	2	3	4	2	0	1.2
Subtotal	383	443	461	424	397	410	474	492	556	610	713	174	461.4
Exempt	1185	1227	1625	1732	1804	1844	1915	1954	2010	2063	2138	384	1656.8
Total	1568	1670	2086	2156	2201	2254	2389	2446	2566	2673	2851	558	2118.2

TABLE A.31

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN SCIOTO COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	507	549	640	1108	1202	1072	1324	1417	1522	1581	1582	401	1075.4
Pending Assignment	1	0	0	2	3	3	6	8	7	9	9	12	5.0
Not Job Ready	376	400	395	389	388	356	464	562	617	630	604	184	447.1
Job Club	20	14	17	19	18	21	44	52	54	58	72	18	33.9
SEP	6	8	9	7	5	5	4	4	4	3	5	2	5.2
CWEP	114	118	125	149	156	155	172	185	168	181	204	76	150.3
E&T	87	89	100	116	127	122	201	205	229	244	247	77	153.7
Employment	25	28	36	40	39	39	47	48	54	62	71	32	43.4
Other	2	1	3	3	3	4	2	4	5	4	4	3	3.2
Subtotal	1138	1207	1325	1833	1941	1777	2264	2485	2660	2772	2798	805	1917.1
Exempt	2330	2440	3484	3733	3948	3970	4161	4390	4586	4752	4846	1115	3646.3
Total	3468	3647	4809	5566	5889	5747	6425	6875	7246	7524	7644	1920	5563.3

TABLE A.32

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN SENECA COUNTY.

COMPONENT	Month												Monthly Average[a]
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	
Pending Assessment	288	308	339	370	411	422	461	508	504	531	553	165	436.1
Pending Assignment	0	0	1	7	4	1	5	6	9	12	24	10	8.7
Not Job Ready	0	0	0	0	1	1	3	3	4	7	10	4	3.7
Job club	0	0	1	1	1	0	1	1	1	1	6	0	1.3
Sep	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Cwep	0	0	0	14	14	14	17	19	33	43	50	20	24.9
E&T	0	1	0	2	7	10	15	19	21	27	29	11	15.7
Employment	21	23	27	30	42	46	55	67	70	71	79	23	53.7
Other	0	0	0	0	0	0	0	0	0	0	0	1	0.1
Subtotal	309	332	368	424	480	494	557	623	642	692	751	234	544.1
Exempt	803	800	1177	1264	1333	1380	1424	1506	1556	1648	1699	333	1349.2
Total	1112	1132	1545	1688	1813	1874	1981	2129	2198	2340	2450	567	1893.3

[a] Note: Averages are based on activity from October thru June.

TABLE A.33

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN SHELBY COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	42	39	60	83	97	134	158	157	189	197	216	46	118.2
Pending Assignment	0	5	1	4	6	5	5	9	14	15	14	5	6.9
Not Job Ready	22	13	24	20	25	27	26	25	25	24	21	14	22.2
Job Club	0	4	14	7	11	16	16	19	21	24	26	7	13.8
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	6	6	5	7	12	12	12	12	16	16	14	6	10.3
E&T	10	10	20	20	25	26	27	32	38	48	50	13	26.6
Employment	8	14	24	37	39	39	44	46	53	61	64	17	37.2
Other	1	0	1	2	1	2	1	2	1	4	9	1	2.1
Subtotal	89	91	149	180	216	261	289	302	357	389	414	109	237.2
Exempt	399	420	732	781	831	895	934	984	1018	1064	1097	196	779.3
Total	488	511	881	961	1047	1156	1223	1286	1375	1453	1511	305	1016.4

TABLE A.34

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN STARK COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	722	719	856	1122	1298	1454	1636	1721	1834	1943	1984	509	1316.5
Pending Assignment	2	2	2	2	3	5	11	23	34	47	67	39	19.8
Not Job Ready	73	78	97	104	112	115	110	111	113	113	112	46	98.7
Job Club	22	20	21	27	30	29	40	52	59	66	62	19	37.3
SEP	3	3	4	4	3	3	4	5	7	7	7	1	4.3
CWEP	78	76	81	90	99	109	113	133	140	151	171	60	108.4
E&T	149	147	159	159	188	192	226	242	274	315	339	109	208.3
Employment	69	111	167	230	270	309	345	383	424	473	518	172	289.3
Other	3	3	5	5	10	7	10	18	17	22	23	3	10.5
Subtotal	1121	1159	1392	1743	2013	2223	2495	2688	2902	3137	3283	958	2092.8
Exempt	5803	5825	7789	8219	8641	9071	9439	9902	10328	10745	11092	2549	8283.6
Total	6924	6984	9181	9962	10654	11294	11934	12590	13230	13882	14375	3507	10376.4

TABLE A.35

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN SUMMIT COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	3406	3390	3717	3995	4186	4401	4387	4410	4533	4621	4626	1373	3920.4
Pending Assignment	0	0	0	0	0	1	7	83	180	258	276	89	74.5
Not Job Ready	58	100	69	70	65	65	147	170	191	194	191	78	116.5
Job Club	13	10	12	19	27	24	39	55	63	86	80	32	38.3
SEP	0	0	0	1	2	4	7	6	10	10	13	4	4.8
CWEP	26	28	38	84	90	94	134	158	180	194	193	93	109.3
E&T	22	27	31	111	122	135	477	605	732	778	746	268	337.8
Employment	90	124	151	177	211	239	272	303	327	359	363	137	229.4
Other	7	6	11	13	11	32	24	39	37	31	27	10	20.7
Subtotal	3622	3685	4029	4470	4714	4995	5494	5829	6253	6531	6515	2084	4851.8
Exempt	6801	7026	10337	10709	11368	11965	12337	13097	13527	13927	14358	2840	10691.0
Total	10423	10711	14366	15179	16082	16960	17831	18926	19780	20458	20873	4924	15542.8

TABLE A.36

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN TRUMBULL COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	1359	1351	1574	1729	1903	2011	2079	2219	2295	2285	2210	706	1810.1
Pending Assignment	1	1	1	1	1	1	0	1	4	7	19	12	4.1
Not Job Ready	44	54	65	77	84	86	92	109	131	146	157	62	92.3
Job Club	39	38	50	48	69	92	86	105	103	110	128	51	76.6
SEP	4	4	6	7	7	8	6	9	10	10	10	3	7.0
CWEP	32	50	68	87	109	123	149	164	162	171	164	60	111.6
E&T	46	68	108	131	150	175	188	201	207	231	231	98	152.8
Employment	37	56	83	96	101	108	109	116	134	138	134	52	97.0
Other	1	8	7	4	14	13	7	26	31	29	40	11	15.9
Subtotal	1563	1630	1962	2180	2438	2617	2716	2950	3077	3127	3093	1055	2367.3
Exempt	3495	3630	4979	5283	5512	5710	5926	6223	6430	6571	6718	1782	5188.3
Total	5058	5260	6941	7463	7950	8327	8642	9173	9507	9698	9811	2837	7555.6

TABLE A.37

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN UNION COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	43	52	71	80	83	95	108	118	130	137	144	41	91.8
Pending Assignment	2	3	3	3	5	5	6	6	4	7	11	5	5.0
Not Job Ready	9	11	12	14	14	14	14	14	15	16	17	14	13.7
Job Club	4	7	6	9	9	15	14	18	16	21	21	6	12.2
SEP	0	1	1	1	1	1	2	2	2	1	1	0	1.1
CWEP	6	6	11	10	14	16	17	15	15	15	15	5	12.1
E&T	22	20	19	22	33	39	40	41	46	44	43	17	32.2
Employment	9	9	17	26	27	31	38	40	50	54	63	30	32.8
Other	0	0	0	3	3	3	3	3	5	5	5	4	2.8
Subtotal	95	109	140	168	189	219	242	257	283	300	320	122	203.7
Exempt	195	205	299	333	352	385	418	441	459	465	469	110	344.3
Total	290	314	439	501	541	604	660	698	742	765	789	232	547.9

TABLE A.38

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN WASHINGTON COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	150	137	236	290	406	439	477	552	533	579	615	234	387.3
Pending Assignment	1	1	0	0	9	13	30	52	56	76	92	43	31.1
Not Job Ready	116	116	130	141	158	148	147	151	156	189	192	93	144.8
Job Club	1	2	4	2	6	5	3	5	6	14	15	5	5.7
SEP	2	2	1	1	1	1	2	2	2	2	1	1	1.5
CWEP	50	46	62	76	85	78	88	97	107	128	129	47	82.8
E&T	65	68	76	81	88	81	98	108	121	144	150	69	95.8
Employment	36	38	41	43	43	43	46	51	61	74	81	32	49.1
Other	5	5	2	4	8	6	7	5	7	8	13	6	6.3
Subtotal	426	415	552	638	804	814	898	1023	1049	1214	1288	530	804.3
Exempt	902	966	1267	1303	1432	1530	1576	1693	1733	1801	1873	590	1388.8
Total	1328	1381	1819	1941	2236	2344	2474	2716	2782	3015	3161	1120	2193.1

TABLE A.39

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN WAYNE COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	93	117	167	219	240	266	298	330	382	401	416	103	252.7
Pending Assignment	2	8	9	8	14	22	27	25	28	34	50	20	20.6
Not Job Ready	70	76	70	72	73	73	66	63	55	57	58	28	63.4
Job Club	1	2	6	17	15	8	10	26	22	22	23	10	13.5
SEP	0	0	0	0	0	0	0	0	0	1	0	0	0.1
CWEP	23	28	28	33	42	48	51	54	57	56	58	20	41.5
E&T	69	73	71	84	97	100	106	114	109	112	106	43	90.3
Employment	15	24	35	44	51	56	67	71	86	98	108	31	57.2
Other	6	4	5	6	6	7	4	5	5	6	5	1	5.0
Subtotal	279	332	391	483	538	580	629	688	744	787	824	256	544.3
Exempt	745	774	1254	1358	1473	1536	1626	1719	1791	1859	1928	415	1373.2
Total	1024	1106	1645	1841	2011	2116	2255	2407	2535	2646	2752	671	1917.4

TABLE A.40

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN WILLIAMS COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	42	49	57	68	81	92	103	110	122	125	116	22	82.3
Pending Assignment	0	1	1	2	1	1	2	2	2	1	2	0	1.3
Not Job Ready	7	6	8	5	4	5	4	5	5	5	6	1	5.1
Job Club	3	3	2	4	2	3	5	3	4	4	4	0	3.1
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	9	10	13	10	14	14	11	17	18	16	13	1	12.2
E&T	4	6	18	19	16	27	27	18	26	28	18	5	17.7
Employment	15	22	26	27	30	31	35	35	37	44	53	12	30.6
Other	1	2	2	2	3	3	1	3	4	4	3	0	2.3
Subtotal	81	99	127	137	151	176	188	193	218	227	215	41	154.4
Exempt	332	363	464	498	516	558	586	613	637	642	660	134	500.3
Total	413	462	591	635	667	734	774	806	855	869	875	175	654.7

TABLE A.41

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN WOOD COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	168	150	205	265	292	313	328	342	379	386	400	85	276.1
Pending Assignment	2	2	2	2	1	2	2	2	2	3	1	0	1.8
Not Job Ready	29	32	29	31	36	33	29	31	30	31	30	8	29.1
Job Club	2	3	4	4	5	3	4	5	5	5	4	2	3.8
SEP	1	1	1	1	1	1	0	0	0	0	0	0	0.5
CWEP	15	15	18	16	16	18	19	18	25	22	23	5	17.5
E&T	33	38	36	33	35	31	27	29	28	30	32	12	30.3
Employment	12	20	25	26	30	30	30	30	31	30	32	12	25.7
Other	2	1	1	1	0	1	1	1	2	2	1	0	1.1
Subtotal	264	262	321	379	416	432	440	458	502	509	523	124	385.8
Exempt	827	878	1384	1486	1561	1618	1651	1700	1749	1791	1828	317	1399.2
Total	1091	1140	1705	1865	1977	2050	2091	2158	2251	2300	2351	441	1785.0

TABLE A.42

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN WYANDOT COUNTY.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	20	24	31	37	48	60	63	66	75	80	85	20	50.8
Pending Assignment	1	1	1	2	2	2	4	4	4	4	4	3	2.7
Not Job Ready	2	1	3	4	4	8	9	10	11	14	13	2	6.8
Job Club	9	8	7	6	7	7	7	5	6	6	6	4	6.5
SEP	0	0	0	0	0	0	0	0	0	0	0	0	0.0
CWEP	4	8	7	9	11	11	9	11	13	16	22	9	10.8
E&T	4	6	6	6	10	11	16	13	16	19	18	6	10.9
Employment	11	12	14	15	17	20	21	19	23	25	24	5	17.2
Other	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Subtotal	51	60	69	79	99	119	129	128	148	164	172	49	105.6
Exempt	125	135	259	278	301	321	333	352	370	389	404	73	278.3
Total	176	195	328	357	400	440	462	480	518	553	576	122	383.9

TABLE A.43

MONTHLY WORK PROGRAM CASELOADS BY COMPONENT
FOR FISCAL YEAR 1990 IN OHIO.

Component	Month												Monthly Average
	JUL	AUG	SEPT	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN	
Pending Assessment	19260	19859	23912	28942	31506	33897	36481	38411	39895	41087	41735	11562	30545.6
Pending Assignment	774	940	1118	1206	1212	1299	1394	1614	2007	2314	2680	1025	1465.3
Not Job Ready	3020	3002	3187	3299	3341	3355	3511	3687	3780	3908	3872	1417	3281.6
Job Club	716	725	958	1077	1141	1207	1323	1514	1578	1745	1811	648	1203.6
SEP	115	119	138	135	130	149	151	154	151	154	154	51	133.4
CWEP	2256	2266	2575	2809	2913	2961	3116	3310	3418	3721	3845	1441	2885.9
E&T	2641	2623	3361	3787	4067	4151	5011	5434	5791	6240	6195	2184	4290.4
Employment	1227	1563	2136	2485	2740	2963	3282	3519	3910	4395	4767	1636	2885.3
Other	140	132	142	150	182	213	204	283	328	352	394	132	221.0
Subtotal	30149	31229	37527	43890	47232	50195	54473	57926	60858	63916	65453	20096	46912.0
Exempt	98822	100731	135964	143266	150365	157008	162884	171161	176942	181709	185440	41120	142117.7
Total	128971	131960	173491	187156	197597	207203	217357	229087	237800	245625	250893	61216	189029.7